

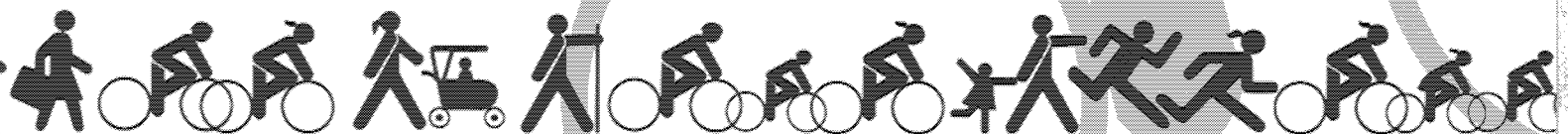
**Case  
Study  
No. 8**

***Organizing  
Citizen  
Support and  
Acquiring  
Funding for  
Bicycle and  
Pedestrian  
Trails***



U.S. Department  
of Transportation  
**Federal Highway  
Administration**

**National Bicycling  
And Walking Study**



## ***Foreword***

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National Bicycling and Walking Study  
FHWA Case Study No. 8

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**Organizing Citizen Support  
and Acquiring Funding  
for Bicycle and Pedestrian Trails**

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April 1993



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## **Executive Summary**

The purpose of this study is to identify and analyze specific courses of action necessary to successfully develop independent bicycle and pedestrian facilities. Two specific actions—organizing citizen support and securing funding—were especially investigated because of their relevance to successful project development.

Due to the recent proliferation and future potential of bicycle and pedestrian trails created from abandoned railroad corridors, the scope of this study is limited to bicycle and pedestrian trails created from these opportunities. At current rates, approximately 3,000 miles of rail corridors are expected to be abandoned each year, most of which are prime for trail conversion. Already more than 500 rail-trails, totaling more than 5,000 miles, exist nationwide. In addition, rail-trails exemplify the multiuse nature of independent bicycle and pedestrian facilities and are representative of other types of greenway trails.

Using four case studies and the collective experience of national and local trail advocates, this study identifies a five-stage development process through which most trail projects pass: initiation, advocacy, acquisition, development, and operation/management. While each development phase is important to the successful development of a rail-trail, study findings suggest that building a broad base of community support is perhaps the most essential ingredient.

A broad base of community support helps to convince public officials of the need for the project, balances project opposition, and is extremely helpful in convincing public agencies to provide funds for trail acquisition and development. High levels of citizen participation in acquisition, planning, design, and operations consistently mark the most popular and promising trails nationwide.

In the area of funding, the Rails-to-Trails Conservancy estimates that 80-90 percent of funds for trail acquisition and development comes from local sources. However, with new funding opportunities created by the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), the funding landscape may be changing to include more Federal dollars.

Though funding opportunities may be changing, an analysis of the case studies and other trail organizing experiences suggest that “creativity” and “innovation” will remain the watchwords. With limits to available governmental funding, trails move from vision to reality only when citizen advocates and operating agencies piece together funding from many sources.

This study provides a detailed overview of numerous funding sources which might be tapped by piecing together adequate dollars for trail acquisition and development. Existing State funding programs, Federal pass-through funds administered at the State level, and local sources now being used to fund rail-trails are explored. A brief look at non-governmental funding sources is also provided. The final funding section outlines, with specificity, the many ways ISTEA should open new doors to funding for independent bicycle and pedestrian trails.

## **Guidelines for Success**

In identifying courses of action which need to be implemented in order to successfully develop independent bicycle and pedestrian trails, study authors identified specific actions which should be taken within each of the five trail development stages.

Critically important in the *initiation* stage are learning of trail opportunities; evaluating the rail corridor with a critical eye; knowing and participating in the planning process; seeking early publicity; developing an initial strategic plan; and organizing like-minded trail enthusiasts.

The *advocacy* stage of any trail development effort is especially important to the project's overall success. Key actions which should be included in this stage of project development include developing a vision of the trail; inviting broad participation; combining forces—especially with local governmental agencies; seeking linkages to other greenway initiatives; making the most of publicity opportunities; expecting and respecting project opposition; and being flexible.

Key *acquisition* actions include being cost conscious, “railbanking” the corridor, and of course, exploring multiple funding alternatives to include self-financing options.

Actions critical to the *development* stage of a rail-trail project include planning for multiple users of the trail; looking toward the future users; making the trail “user-friendly” by adhering to design standards for quality and accessibility.

Finally, key actions identified in the *operation/management* stage include steps to limit liability to the managing agencies; methods for protecting rail-trails from encroachment; and the importance of creating a “friends of the trail” group to maintain ongoing citizen support.

Though all of the actions outlined above are important, the case studies consistently reinforced the importance of citizen-based trail support *and* public agency commitment in the project. With few exceptions, rail-trail projects are unlikely to be successfully completed without the active support of a citizens group pushing for trail development from one side, and a local or State agency pushing for trail development from the other side. The force behind these combined efforts continues to be the all-powerful key to rapid and ongoing development of rail-trails throughout the nation.

## **Summary of Recommendations**

In the course of this study, a number of policy initiatives and additional research needs were identified. If addressed, the development of independent bicycle and pedestrian trails could be advanced significantly.

Policy recommendations which became evident during the course of this study include the need to reauthorize the Rail-Trail Grants Program and appropriate \$25 million annually at the Federal level; amend the National Trail Systems Act to require railbanking when there is a State or local agency, or private nonprofit organization, willing and able to act as trail managers; adjust abandonment timelines to more realistically allow rail-trail decisions to be reached by community decision makers; create a task force of the Interstate Commerce Commission (ICC), Federal Railroad Administration, the Federal Highway Administration, and the National Park Service to evaluate upcoming abandonments for possible railbanking and trail use; and use the Local Technical Assistance Program at the Federal Highway Administration to promote bicycle and pedestrian trail technology transfer.

Recommendations relating to ISTEA include the need to encourage the use of Surface Transportation Program funds, Congestion Mitigation funds, and National Highway System funds for off-highway bicycle and pedestrian facilities which have significant transportation value; strict enforcement of the Enhancements Program provisions of ISTEA is also recommended, as is the need to include an assessment of abandoned railroad corridors in the corridor preservation study required by ISTEA.

At the State level, railbanking and trail conversion policies should be adopted by every State.

It became apparent in the development of this report that a number of additional studies would also be of tremendous value in promoting off-highway bicycle and pedestrian facilities. These might include an examination of 50 trails nationwide as to their current usage for transportation; identification of the scope, potential, and applicability of Intelligent Vehicle Highway Systems (IVHS) technology for trails; an inventory of existing and potential off-highway nonrail-trail bicycle and pedestrian facilities; and investigation of the small business and tourism development potential along rail-trails.

## **Introduction**

This report explores key organizing and funding initiatives associated with the creation of off-highway bicycle and pedestrian facilities. Regardless of whether the facility is developed on Federal, State, or county land, whether it is created from an abandoned rail corridor, canal, or utility right-of-way, or developed along an entirely new right-of-way, this report shows that the successful completion of most projects is largely dependent upon broad citizen support and the pooling of multiple funding sources.

The scope of this report has been specifically narrowed to focus on off-highway bicycle and pedestrian facilities created from abandoned rail corridors. Commonly referred to as "rail-trails," these facilities now total more than 5,000 miles in length and are located in urban, suburban, and rural settings all across America. Rail corridors provide abundant but fast diminishing opportunities to create off-highway bicycle and pedestrian facilities. Currently, approximately 3,000 miles of rail corridors are expected to be abandoned each year.

Four case studies are included in this report. While over 500 rail-trails now exist nationwide, the four case studies were chosen because they provide both good and bad examples of organizing and funding. They also represent the development of rail-trails in urban, suburban and rural settings, and are geographically distributed throughout the United States.

The Snohomish County Centennial Trail case study reports on a rail-trail located outside Everett, Washington. This case study represents a strong example of how to successfully organize citizen support for a rail-trail bicycle and pedestrian facility. Citizen organizing efforts were early enough and inclusive enough that no significant opposition ever emerged against the Snohomish Trail. This case study also provides an excellent example of ways in which multiple funding sources—including both State and county appropriations—were pooled together to fund the project.

The Rock Island Trail, located in rural Illinois farmland, provides a clear contrast to the Snohomish case study. Here the lack of initial broad citizen support resulted in a development phase which lasted 15 years. Despite eventual support from groups as varied as the Sierra Club, the Boy Scouts, and labor unions, opposition from adjacent landowners and key State legislators delayed this project for years.

Florida's 35-mile-long Pinellas Trail traverses eight incorporated cities including St. Petersburg and Clearwater. Creation of this highly popular urban and suburban facility required the Pinellas County Metropolitan Planning Organization, the County Commission, and the general public to examine trade-offs between mass transit and bicycle and pedestrian needs and to develop a corridor plan flexible enough to possibly meet both needs in the future. Citizen support for the Pinellas Trail was developed with the help of an aggressive public relations campaign financed with donations from trail supporters. The broad public support which emerged from this public relations initiative led to the successful passage of a special sales tax dedicated to the development of the trail. This unique funding approach is described in detail in the Pinellas case study and demonstrates the financial as well as the political power behind broad public support.

Finally, the rural Michigan Sugarbush Trail case study is included in this report to demonstrate the price which can be paid when citizen support is slow to emerge, poor communication among affected parties is not corrected, and a lack of resolve among key public decision-making bodies sends mixed messages to trail supporters.

Chapter One of this report is an analysis of the five primary stages of any successful rail-trail project and uses the four case studies to demonstrate key points of decision making. A detailed description of funding sources currently available for rail-trails is followed by a set of "Guidelines for Success."

Chapter Two includes the four case studies, and the report concludes with an extensive annotated bibliography on off-highway bicycle and pedestrian trails in Chapter Three.

## **Chapter One**

# **Analysis of Key Elements in the Creation of Rail-Trails as Off-Highway Bicycle and Pedestrian Facilities**

## Section A

# Five Stages of Rail-Trail Project

The four case studies included in this report and conclusions drawn from discussions with trail proponents from across the country highlight the importance of citizen support and creative financing in the development of off-highway bicycle and pedestrian facilities built on abandoned rail corridors. Citizen support and adequate funding, however, are just two of several key elements which must be present to successfully build and maintain a bicycle and pedestrian facility on an abandoned railroad right-of-way.

There are five basic stages in the life of a successful rail-trail project: (1) Initiation, (2) Advocacy, (3) Acquisition, (4) Development, and (5) Operation/Management. Citizen support and adequate funding are, of course, critical elements to each of these stages. Projects are frequently initiated when supporters discover an already abandoned rail corridor or learn of an upcoming abandonment. Once initiated, successful advocacy is greatly enhanced with broad citizen support. Similarly, successful acquisition and development of the trail are closely tied to adequate funding. And, the successful operation and management of an opened facility remains linked to both ongoing citizen support and adequate operational funds.

## I. Initiation

Creating an off-highway bicycle and pedestrian facility from a rail corridor requires project proponents to first *learn* of rail-trail opportunities. Oftentimes, however, opportunities are lost before they even become known to the general public. While some rail corridor abandonments receive considerable publicity, many available rail corridors are quickly and quietly sold to adjacent landowners or developers, or conversely, lie dormant for years before they become candidates for private or public acquisition.

Counting on abandoned rail corridors to remain available for conversion into bicycle and pedestrian facilities is risky at best, and usually foolhardy. Though on the rise, the number of corridor miles being converted each year into bicycle and pedestrian facilities is still considerably lower than the number of rail corridor miles being used for other purposes.

Understanding the characteristics of rail corridor ownership is an important first step in learning of rail-trail opportunities. Railroads generally own the parcels which compose a rail corridor in a variety of forms, ranging from a mere railroad easement to full fee ownership. Once the Interstate Commerce Commission (ICC) authorizes a railroad to abandon a line and that abandonment authority is granted,<sup>1</sup> State law controls the disposition of these property interests. If a parcel is owned by the railroad in full fee title, then the railroad may hold or transfer that parcel as it chooses. However, if the parcel is held by the railroad in the form of an interest which is less than full fee, that interest may automatically revert or extinguish.

If a parcel was held, for example, by the railroad as a fee subject to a reverter (e.g., adjacent property owner) in the event of cessation of rail operations, the property would revert.<sup>2</sup> If a parcel was held by the railroad in the form of a railroad easement, the easement may automatically extinguish such that the owner of the property traversed by the corridor obtains full use and enjoyment of the surface estate.<sup>3</sup>

Most rail corridors more than 5 miles in length are held by the railroad in a multiple form other than full fee. Thus, upon consummation by the railroad of an ICC-authorized abandonment, the corridor may automatically fragment, with adjacent landowners or heirs of the original grantor claiming interests in the corridor. Fragmentation of the corridor frequently raises the same problem faced by the King's men in the Humpty Dumpty nursery rhyme: It is not possible to put the corridor back together again.<sup>4</sup>

An initial—but not sufficient—step to preserving corridors which are subject to fragmentation is to learn about them *before* ICC authorizes abandonment. There are certain remedies which can be invoked at the ICC which will preserve the corridor even after cessation of rail service. However, these remedies must be invoked *before* an ICC-authorized abandonment is consummated.

The notice afforded the public of ICC abandonment proceedings varies. There are three basic kinds of abandonment procedures employed at the ICC: (a) regulated abandonments, (b) petitions for exemption, and (c) notices of exemption. State and local agencies generally receive at least 6 weeks advance notice of the institution of an abandonment proceeding in the so-called

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<sup>1</sup> Abandonment authority is usually consummated by a cessation of service, cancellation of tariffs, an intent not to resume service or to sell the corridor for that purpose, and removal of track and ties.

<sup>2</sup> Some States have marketable title acts which extinguish reverters unless certain filing requirements are met.

<sup>3</sup> In at least some States, railroad easements are preserved through conversion of a rail corridor to an alternative transportation use, such as trail use. In such States, there is no automatic extinguishment of easements upon transfer of the corridor for trail use.

<sup>4</sup> Adjacent landowners claiming reversions may refuse to sell sufficient interests to operate a trail at any price. Unless the trail proponent has the power of eminent domain and is prepared to exercise that power, there is no way to reassemble the corridor.

“regulated” abandonment proceeding. Additionally, 2 weeks newspaper notice is required for the public.

Until relatively recently, the only notice generally afforded in the two “exempt” procedures was published in the *Federal Register*. The *Federal Register* is a daily booklet containing announcements and newly proposed or adopted regulations issued by Federal agencies. It is a relatively expensive publication and is not available in many rural counties. ICC has recently revised its regulations to require newspaper notice in advance of exempt abandonment authorizations. Nonetheless, it is possible to miss the notice. Because the time deadlines for invoking remedies at the ICC are rigorous, it is imperative that trail proponents carefully monitor corridors which they believe are candidates for abandonment. For example, in a notice of exemption proceeding, trail proponents have only 10 days from publication of an exempt abandonment authorization in the *Federal Register* to timely request interim trail use and railbanking pursuant to section 8 (d) of the National Trails System Act, 16 U.S.C. Sec. 1247(d).

In conjunction with learning about a rail corridor abandonment, proponents of the trail must also evaluate the potential of the corridor as a greenway and trail and determine whether development is feasible.

It is virtually impossible to make generalizations about the potential of a particular corridor as a rail-trail. A corridor viewed by a park agency as high in potential for aesthetic reasons may be viewed as low in potential by a transportation agency because it will not serve nonrecreational transportation objectives, or vice versa. Further, a corridor through an industrial area with no aesthetic association may be an ideal connector for a regional bikeway system, and thus a high priority for both park and transportation planners. Additionally, a corridor which in and of itself might not be justifiable as a trail, may be worth preserving because it can also serve as protection for wildlife habitat, or because it may be an important future transportation facility.

There have been a few instances of a troubling phenomenon in evaluating rail-trail potential which merit specific comment. In these instances, local governments interested in preserving otherwise unused rail corridors for future transit purposes have avoided using the corridors in the interim as bicycle and pedestrian rail-trails. The local governments, or their advisors, feared that use of the corridors as interim rail-trails would interfere with subsequent reconversion to transit use. (This problem and one way in which it was handled is highlighted in the Pinellas case study included in Chapter Two of this report.)

At the Federal level, there is no justification for concern over transit or bicycle and pedestrian use of an abandoned rail corridor. If the corridor is acquired for joint trail/park and railbanking (future rail use) purposes, section 4(f) of the Department of Transportation Act, 49 U.S.C. Sec. 303, does not inhibit Federal financial assistance to a transit project on the corridor. Further, the interim trail/railbanking in general could be accomplished under section 8(d) of the National Trails Act. The National Trails Act, administered by the Interstate Commerce Commission (ICC), specifically envisions possible future rail use.

Concerns over interim trail use of a rail corridor can be dealt with by making it clear at the project's inception that the trail is only interim. Limiting the investment in the trail could also send a clear message that trail advocates recognize the interim nature of the facility.

## **II. Advocacy**

The four case studies included in this report demonstrate the importance of the advocacy stage in the life of successful trail projects. Without an active advocacy effort, a project is much more likely to fail or, at the least, take years to accomplish. The Rock Island and Sugarbush Trail case studies provide vivid examples of the difficulties which result from inadequate citizen support. To the contrary, the Pinellas and Snohomish cases demonstrate the effects of strong, well-organized citizen support.

Initially, one of the most important keys to building broad citizen support for a trail project is the development of an attractive vision of the trail facility. The public's attention and imagination should be captured early with a clear vision. A vision statement must be backed up with specific action plans which outline workable strategies and tactics for achieving the objective. Where possible, photos or drawings should be included to help people "see" the vision. Ideally, specific actions should be designed so that they can be implemented by the citizens supporting the project.

Two case studies included in this report provide outstanding examples of ways in which broad citizen support emerged from the development of a clear trail vision. In both the Snohomish County Centennial Trail and the Pinellas Trail examples, public awareness and broad citizen support was coordinated by trail support groups which kicked off their organizing efforts by articulating a trail concept the general public could visualize and become excited about.

In the case of the Snohomish Trail, developing a clear trail vision was especially important since past trail efforts in the community had failed to attract sufficient public attention or support. In the case of the Pinellas Trail, a clear vision motivated hundreds of citizens to participate during the 2½-year period it took to open the first trail section. Citizens rallied political support, assisted with design, addressed adjacent landowner concerns, campaigned for the local tax measure, and raised private funds for trail amenities.

Once a clear vision of the trail has been developed, a number of additional motivating factors have proven useful in generating citizen support for a trail project. Three such factors include tying the project in with a regional concept such as a greenway effort, breaking the project into manageable pieces to avoid citizen burnout and to keep advocacy efforts focused, and bringing key people to the trail corridor to show off accomplishments. For the Pinellas Trail (see Case Study C), the county completed a 100-foot-long section of the trail to show the general public what their new trail would look like.

Trail proponents must also take advantage of every publicity opportunity. A regular newsletter, regular speaking engagements, radio and television interviews, and articles in the local newspaper are all critically important organizing tools. While publicity may cost money and certainly costs time, it is a good investment. There is no substitute for public awareness of the project—awareness which results in a continuing stream of supporters.

Identifying the trail as a tourism attraction may win the support of local businesses and visitor and convention bureaus. As trail supporters, such business interests can become influential as trail advocates with important decision makers. Seeking cooperation from developers to incorporate the trail into their own master development or redevelopment plans can also be helpful. Similarly, urban trail initiatives should be promoted as one element within the city's urban redevelopment efforts—almost nothing motivates politicians more than “economic development.”

Gaining the support and endorsement of locally recognized groups such as the Audubon Society, the Sierra Club, hiking, biking and runners clubs, the Girl and Boy Scout troops, and all types of other likely users also helps to broaden public support. Early support by the Sierra Club helped keep the Rock Island Trail (see Case Study B) alive during prolonged periods of controversy and limited government support.

The complexity of most trail projects usually means that it will be years for a trail to get built. As such, trail proponents should not overlook the importance of developing a local public agency as another primary trail advocate. In almost all cases of successful trail projects, a local jurisdiction—town, city, park district, or county—also promoted the project. While State and Federal agencies may be of great help, in urban areas there needs to be a specific local agency committed to the project.

### **III. Acquisition**

Obviously, in order to establish a rail-trail, the rail corridor, or that portion of the corridor desired for the trail, must be acquired. Acquisition is frequently the most technically complex stage of the rail-trail effort, manifesting a variety of financial, legal, and negotiating hurdles. First, advocates of the acquisition must determine who will acquire the corridor, and if necessary, obtain the cooperation of that organization or agency. Second, advocates must devise a strategy for securing sufficient rights in the corridor so that a trail can be operated and the corridor retained intact notwithstanding cessation of rail service. Third, trail proponents must locate a funding source adequate to purchase the necessary rights (assuming the railroad declines to donate the corridor). Fourth, a contract must be negotiated with the owner of the corridor, or the property must be acquired through use of the power of eminent domain (if available). Fifth, if there are other parties interested in the corridor, trail proponents must either outbid, out-negotiate, or work out a mutually beneficial arrangement such as dividing up rights in the corridor (i.e., subsurface and surface uses).

Rail corridors acquired for use as trails are usually acquired by a government agency, because like public roads and parks, they are generally intended to be available to the public for free for recreation and transportation purposes. There is no reason, however, that the acquiring party must necessarily be a governmental body, and there are some instances in which rail-trails have been acquired by private nonprofit organizations. There are many more instances in which a private organization has negotiated the transaction on behalf of a public entity.

Acquisition by a private entity makes sense in a number of contexts. For example, if the rail corridor transects several jurisdictions, it is generally administratively easier for all concerned to have one entity negotiate with the railroad. A land conservancy or private nonprofit organization established especially for the purpose of acquiring the corridor can readily fill this need.

Corridor acquisition by a private entity may be the only real option if the local government does not view the project as a priority or feels politically impeded from moving forward due to opposition. A pressing time deadline in reaching a deal with a railroad is another reason private entities are used for corridor acquisition. Often, public entities are unable to meet demanding railroad time lines because of internal procedures or funding constraints. A private organization, however, may be able to accomplish the acquisition and subsequently transfer the facility to public ownership once the public agency has completed its internal procedures and arranged adequate funding.

Some States authorize the formation of special multi-jurisdictional agencies or authorities for the purpose of acquiring and operating park or transportation facilities. For example, the Northern Virginia Regional Park Authority is an independent agency formed by a number of jurisdictions to own and operate the W&OD Rail-Trail. This approach, where available, is especially sensible for a multi-jurisdictional rail-trail.

In virtually all instances, railroads will convey their corridor property only by quitclaim deed, without any warranties as to title. This is not surprising since rail corridors are frequently owned by railroads in a hodge-podge of interests and are transected by numerous utility easements or other property interests. For this reason, title insurance for rail corridors is frequently either unavailable, too expensive or too riddled with exceptions to be useful. Because meaningful title warranties or title insurance are generally unavailable in the rail corridor context, and because the burdens associated with title litigation or eminent domain to clear up potential title defects are substantial, the risks relating to title to rail corridors have frequently turned out to be insurmountable deterrents to the preservation of those corridors as trails.

In 1983, Congress adopted section 8(d) of the National Trails System Act, 16 U.S.C. § 1247(d). Section 8(d) provides that where a qualified private entity or public agency acquires a rail corridor for interim trail use subject to future reactivation for rail service, the "interim use shall not be treated, for purposes of any law or rule of law, as an abandonment of the use of such rights-of-way for railroad purposes." The clear intent of section 8(d) is to prevent reversions or easement extinguishments in rail corridors devoted to trail use but subject to reactivation for rail

purposes should they be so needed in the future. Application of section 8(d) of the Trails Act is a solution to the risks associated with title to rail corridors for purposes of ensuring that the corridor will be preserved intact based on acceptance of a railroad's interests in the corridor.<sup>5</sup>

Section 8(d) is ordinarily administered through the ICC. Under ICC procedures, if the agency determines that a line qualifies for abandonment authorization, and if an interim trail proponent has timely applied for application of section 8(d), ICC upon railroad consent will issue a "certificate of interim trail use" ("CITU") in regulated abandonment proceedings or a "notice of interim trail use" ("NITU") in exempt proceedings. The CITU and NITU authorize the parties to negotiate for 180 days to attempt to reach a final railbanking agreement. If an agreement is reached within that time frame, section 8(d) automatically continues to apply. If no agreement is reached, the CITU or NITU automatically becomes an abandonment authorization. The 180-day period can be extended with the consent of both parties in order to accommodate serious negotiations.

Parties interested in railbanking should file their section 8(d) requests in the form prescribed by ICC no later than 10 days from publication or service of an abandonment authorization. ICC will entertain a late-filed section 8(d) request as long as it retains jurisdiction over a rail line,<sup>6</sup> but proponents of corridor preservation run serious risks from any delay.

Filing a section 8(d) request does **not** obligate the trail proponent to enter into an agreement with the railroad. It does serve as an acknowledgement that, in accordance with the final sentence of the statute, under ICC-authorized railbanking, if a railbanking agreement is reached, the trail proponent must hold the railroad harmless from legal, administrative, and tax liabilities. This obligation amounts to requiring the trail proponent to assume the basic title of ownership of the corridor. The idea behind section 8(d) is that the corridor will be preserved for possible future rail use at no cost to the railroad or its current shippers by inducing park and transportation agencies to assume the costs of preservation in return for use of the corridor as a trail.

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<sup>5</sup> Claims by adjacent landowners that section 8(d) was a taking of property without just compensation in violation of the Fifth and Fourteenth Amendments to the Constitution were rejected by the Supreme Court in Preseault v. ICC, 110 S.Ct. 914 (1991).

<sup>6</sup> ICC jurisdiction terminates when an abandonment authorization is fully consummated (as when tariffs are canceled and track is salvaged) and when no public use or historic preservation condition continues to apply to the corridor.

It is important to emphasize that ICC will not apply section 8(d) of the Trails Act absent the consent of the railroad. A CITU or NITU authorizes but does not compel an agreement.<sup>7</sup>

Certain kinds of rail line (such as industrial spurs, sidetracks, rail yards, and exclusively passenger lines) are not regulated by ICC. ICC has indicated that under the second sentence of section 8(d), trail/railbanking proponents may enter into private contracts applying section 8(d) to these corridors notwithstanding lack of ICC involvement.<sup>8</sup>

## **IV. Development**

With the exception of funding, the types of uses contemplated for a rail-trail facility determine its design and surface. Trails designed for bicyclists may have either a paved surface or a crushed limestone surface. Trails designed primarily for pedestrians, equestrians, or winter cross-country skiing may find the natural rail roadbed perfectly adequate provided the surface is predominately fine as opposed to coarse rock. Trails designed exclusively for nonmotorized use may be narrower and equipped with structures designed to discourage motorized use. Wheelchair users of trails prefer paved surfaces, and horses prefer a softer, nonpaved surface.

After determining prospective uses, proponents of the trail should consult all applicable guidelines, regulations, and statutes relating to requirements for facilities serving the kinds of uses contemplated. Any trail construction should be in accordance with applicable safety standards and guidelines and should otherwise meet relevant legal requirements.

The principal design and safety guidelines for pedestrian and bicycle trails are currently set forth in *Guide for Development of Bicycle Facilities* (1991), published by the American Association of State Highway and Transportation Officials (AASHTO). Adhering to applicable guidelines not only will assist in designing a useful facility, but also will assist in defending against liability in the event of accidents on the corridor once developed.

The contemplated construction should take into account, to the extent feasible, all legitimate concerns expressed by adjacent property owners. For example, a farmer or rancher adjacent to a corridor may have a legitimate concern that the corridor be fenced in order to

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<sup>7</sup> Section 8(d) on its face speaks in mandatory language, seemingly requiring ICC to order a corridor transferred for railbanking where the trail proponent agrees to bear all legal, administrative, and tax liability. Nonetheless, ICC's construction of the statute as discretionary with the railroads has been upheld by various courts of appeals. Washington State Department of Game v. ICC, 829 F.2d 877 (9th Cir. 1987); National Wildlife Federation v. ICC, 850 F.2d 694 (D.C. Cir. 1988).

<sup>8</sup> Southern Pacific Transp. Co.—Exemption—Abandonment of Service in San Mateo County, CA, AB-12 (Sub-no. 118X), at 5, served March 8, 1991 (“the underlying right-of-way can be preserved under 16 U.S.C. § 1247(d) without ICC authorization. The second sentence of section 1247(d) applies to ‘any established railroad rights-of-way’ and the statute itself provides that their interim use ‘shall not be treated ... as an abandonment of the use of such rights-of-way for railroad purposes.’”).

permit him or her to graze cattle adjacent to the facility. Similarly, trail design should accommodate co-users, if any, sharing the corridor with the trail.

Finally, trail proponents must usually identify viable sources of funding for the construction effort. A detailed funding discussion is contained in a later section of this chapter.

## **V. Operation/Management**

Rail-trails are long, linear corridors that serve recreation, transportation, and habitat preservation objectives. Accordingly, they pose unique problems to their managers in the effort to preserve their functionality for their multipurposes. Development of specific plans for maintenance and policing are two ways to deal with possible problems associated with bicycle and pedestrian facilities made from rail corridors.

In most instances, maintaining the trail is a simple matter involving mowing and trash removal with periodic inspection for safety hazards. Policing the trail may pose more challenges, however. While rail-trails are open, public facilities, and in many respects self-policing, some form of regular policing may be appropriate to assist trail users on heavily used trails or to minimize problems in secluded areas.

Trail managers should also devise a liability management strategy. This ordinarily involves little more than constructing the trail in accordance with applicable standards and instituting a reasonable maintenance and policing program. The trail manager may also desire liability insurance coverage. Rail-trails ordinarily can be insured either through a jurisdiction's park policy or through its roadway program at little or no additional cost.

Finally, the trail manager should adopt policies and procedures for dealing with encroachments or with requests to use portions of the corridor for nontrail purposes. The aesthetic and transportation utility of a rail-trail can obviously be adversely affected by encroachments or alternative uses of the corridor.

In order to protect a rail corridor from encroachment, trail managers should vigorously insist that any use of the corridor be pursuant to a written contractual agreement or proper conveyance of rights. Trespass and claims of adverse possession should be vigorously resisted. Trail managers in general should avoid granting property interests in their corridors to outside parties, and instead should agree to joint use only pursuant to renewable licenses or leases. The outside parties should agree to indemnify the trail manager for any damage to the trail or corridor, or any liability resulting from the outside parties' joint use of the corridor. The Northern Virginia Regional Park Authority, which manages the W&OD Trail, has an extensive and well thought out set of legal forms for use in responding to joint use requests.

While guarding against unwanted encroachment, certain kinds of co-use may generate revenue for the trail manager and even render the rail-trail self-financing on an operational basis.

A prime example is the W&OD Trail in the Virginia suburbs of Washington, D.C. This rail-trail, one of the most heavily used trail facilities in the Nation, covers its operating costs through leasing of subsurface rights for fiber optic and other utility cables.

## Section B

### Funding Trail Acquisition and Development

In 1976, Congress enacted the Railroad Revitalization and Regulatory Reform Act that authorized a Rail-to-Trails Grant Program to fund planning and construction of rail-trails. In 1978, Congress appropriated \$5 million to this program—the only appropriation ever made to it —, and the program was set up by the National Park Service. One hundred and thirty-five trail projects applied for assistance. Given the small amount of money available, only nine projects could be funded. As recounted in *Railroads Recycled: How Local Initiative and Federal Support Launched the Rails-to-Trails Movement 1965-1990*, Federal financial support was a key factor in the success of all nine of these trail initiatives. Of the 126 trail projects that were not funded, by 1990 (over 10 years later), 82 percent had either failed to become trails or were still struggling to become established.

What can be learned from this experience, and that of other efforts in the trails/greenways movement, is that while citizen initiative and broad local support are important, a lack of dedicated Federal funding is one of the greatest barriers to establishing a strong, national network of off-highway bicycle and pedestrian trails. As a result of low Federal funding levels, State and local funding sources continue to provide most of the money used to create rail-trails and other off-highway trail facilities. It is estimated that 80-90 percent of funds are from State and local sources.

All too common to the trail proponents' experience are the many trail possibilities that have been lost, and other simple, low-budget trail projects that have taken years to develop because of an absence of funds. However, as the case studies presented in this report demonstrate, a large, diverse citizen constituency can lobby effectively for local trail spending. Once it is built, this same group can contribute in other ways to the success of each trail. They can assist in generating a large group of committed users and in creation of top quality facilities that have incorporated community concerns into the trail design.

While a shift away from the trend toward predominant local funding is unlikely, enactment of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) should enable Federal dollars to play a much greater role in funding trail development in the future. With the Act's emphasis on modal flexibility and improvement of air quality, bicycle and pedestrian facilities have been made eligible for most of the new funding programs established by the Act. In addition, ISTEA language specifically mentions "bicycle and pedestrian facilities" throughout the

text. Long viewed as a "third class," or even totally forgotten, mode of transportation, bicycling and walking should now be able to attain a rightful position in the transportation spending decisions of the coming decade and beyond.

Because ISTEA promises to be an important new factor in the quest for adequate funding of off-highway bicycle and pedestrian trails, Part II of this section provides a detailed look at ISTEA's provisions as they apply to bicycle and pedestrian trail projects. Part I provides a brief overview of other Federal, State, and local funding mechanisms commonly used for trail development. It will also highlight a number of more innovative strategies that have proved successful.

In this discussion, two areas of funding needs are focused upon: 1) funds for land acquisition and 2) funds for trail development. Funding requirements for maintenance and operations are only briefly mentioned. Fundraising to support the education and advocacy efforts of citizen-based, trail promotion organizations is not discussed here. A number of helpful references are provided in the bibliography.

## **I. A Funding Overview**

### **A. Federal Funding Sources**

Most of the Federal funds for trails at the State level are passed to the trail through State agencies. These "pass-through" funds include the Federal transportation funds authorized under ISTEA, Land and Water Conservation Funds, as well as others. (See following section on Federal "Pass-Through" Funds.)

While not a common practice, another way to fund a trail is to have a member of Congress earmark the necessary funds in a Federal appropriations bill. This might take the form of a line item in an appropriations bill. Assuming the bill passes, funds could be flowing within a year. While this does not happen often, five particular bicycle and pedestrian trail projects were funded in this manner as part of the ISTEA legislation in 1991. In addition, funding for acquisition of the proposed Metropolitan Branch Trail, in Washington, DC, was included in the District of Columbia appropriations bill in 1991. This approach should be used with caution.

Federal appropriations fund trails that are built in the National Park System (NPS) or on other Federal lands. For the most part, these projects are initiated by the managing agencies; however, citizen involvement can play an important role. Citizens proposing new trails on NPS, U.S. Forest Service, Bureau of Land Management, or other Federal lands should begin advocating at the district level. Seek support of local Senators and Representatives to Congress, in addition to administrators within the land-owning agency.

While the National Park Service does not fund trails outside of its parkland, the Rivers and Trails Conservation Program of NPS offers technical assistance to trail projects, regardless

of their location. Assistance is provided in the form of professional help with trail planning and design. To qualify, trail projects must have developed a partnership involving local government agencies and citizens. (For more information on this program see *National Park Service, 1991 Annual Report* as listed in the Bibliography, Chapter Three, Section E on Trail Planning, Design, and Construction.)

### **B. State Funding Sources**

The most common State sources of funds include special appropriations from State legislatures, line items in capital improvement program (CIP) budgets of State agencies, bond issues, and special taxing mechanisms.

The Rock Island Trail (see Case Study B) is a good example of a trail funded through a State appropriation—specifically, as a line item in the Department of Conservation's annual budget. Formal names vary from State to State, but other State agencies which may be able to provide funding include the Parks and Recreation Department, Department of Transportation, Office for Rural Development, Tourism Office, Historic Preservation Office, Community & Economic Development Department, Fish and Wildlife Service, Department of Natural Resources, or Department of the Environment.

Special taxing mechanisms often provide dedicated funds for which a trail project is eligible. Maryland has a transfer tax on real estate transactions that funds open space preservation. Michigan taxes mineral extractions to fund land acquisition for conservation and recreational purposes. Illinois has a special tax on auto registrations that can be used to fund bicycle facilities. Oregon dedicates 1 percent of its State motor-vehicle fuel tax to nonmotorized transportation needs. A number of northern States including Minnesota, New Hampshire, and Michigan use snowmobile registration funds and State fuel taxes from off-road vehicle use for trail investments. Other possibilities might be found with State lottery funds as in Colorado, where a portion of the State's lottery revenue is directed to the Division of Parks and Outdoor Recreation for trail construction.

### **C. Federal "Pass-Through" Funds**

In addition to transportation funds (covered in Part II), there are a number of Federal programs administered by State and local government. Primary among them are the Land and Water Conservation Fund (LWCF) and the "Wallop-Breaux" Fund.

Through the 1980s, LWCF appropriations have steadily decreased, thus increasing the competition between many qualifying local projects. LWCF funds must be matched 50/50 with local money for trail corridor purchase. The Elroy-Sparta Trail and Anhapee Trails in Wisconsin, Cedar Valley Trail in Iowa, and Cargill Long Park Trail in Texas were all built with LWCF money administered by State Departments of Natural Resources.

“Wallop-Breaux Funds” are available to States on a 75 percent Federal/25 percent State matching basis for the enhancement of sport fishing opportunity and access. Funds can be used for trails providing access to rivers and lakes used for sport fishing.

A third Federal source is the Community Development Block Grant money provided to cities and towns. Congressional appropriations to this Housing and Urban Development (HUD) program have been greatly reduced in recent years as well. Seattle’s Burke-Gilman Trail was partially developed using these funds. Snohomish County will use a portion of these funds to construct the first of five concession buildings along the Snohomish County Centennial Trail (see Case Study A). Each will be designed as turn-of-the-century railroad depots to house restroom facilities, interpretive displays, and refreshment stands.

#### ***D. Local Funding Sources***

At the city and county level, funds will most likely be either an allocation from a specific department (e.g., the park and recreation department) or a line item in a consolidated capital improvement program (CIP) budget. Some areas may have regional park and recreation authorities that raise revenues and administer budgets. Revenues on the local level may be generated by property taxes or bond issues. The Pinellas Trail (see Case Study C) took advantage of a special county initiative. The Trail was included as a line item in the county’s capital improvement program that was set before the voters with a referendum to fund the entire package with a local option add-on to the State sales tax. Supported and promoted by the Trail group as a “Penny for Pinellas,” it brought the trail project into greater visibility as well as providing funds. By being a part of a larger agenda, the Trail did not get bogged down in unrelated local political issues, a fate that can easily happen when a trail project is in competition for scarce funds.

#### ***E. Other Funding Sources***

- ***Volunteer Labor and Private Donations***

The story of the Rock Island Trail (see Case Study B) demonstrates the potential for using volunteer labor, securing donated materials, and receiving private donations for a trail. For some, applying sweat and bake-sale proceeds directly to preparation of the trail bed and building of bridges is the only way to participate. While some of the funds raised by citizen groups are used for direct support of organizational costs, such as newsletters, all of what is raised is returned to benefit the trail. Some trail groups provide amenities such as picnic tables, signs, or plantings. Some use their fund-raising prowess to leverage larger amounts of funding from one or more government sources.

In other situations, Army National Guard units have cleared brush and graded trails as part of training exercises. In Illinois, Navy Seabees moved a nearby historic bridge onto a trail corridor as part of their training. State Conservation Corps, scout troops, civic groups along with

trail activists often help develop and maintain trails—installing signs, planting trees, and clearing brush.

Pinellas Trails, Inc. (see Case Study C) raised over \$150,000 through private donations from individuals and local businesses for such trail amenities as picnic tables, signs, trash cans, benches, drinking fountains, tree plantings, and bicycle parking racks.

- ***Foundations***

Private, nonprofit foundations, such as Trust for Public Land, The Nature Conservancy, and Richard King Mellon Foundation, have been instrumental in land acquisition for a number of trails across the country. Support has come from large conservation-oriented foundations as well as smaller funders concerned with projects that contribute to local community development.

- ***Salvage of Rails, Ties, and Ballast***

The rails, ties, ballast, and other improvements along the corridors do have value, and should not be overlooked. Revenue that can be generated from the sale of these items varies widely. Depending on local markets, the length of the corridor, and the quantity and quality of salvageable materials, salvage can produce up to \$10,000 per mile for the astute benefactor. It must be noted that frequently the salvageable materials have already been sold by the time trail proponents acquire ownership of the corridor. The rail-trail advocate should be aware of the potential in salvage.

Conversely for railroad companies, certain types of railroad right-of-way improvements have a negative salvage value—i.e., the cost to salvage is greater than can be recovered through resale of the salvaged material. These include such items as trestles, tunnels, and culverts. Moreover, some State laws require railroads to restore the railroad property to its original contours prior to railroad use. This requires destruction of railroad berms and borrow pits through extensive excavations. These negative, but obligatory, salvage costs often exceed a railroad's equity interest in the corridor. In such cases an abandoning railroad may choose to donate the corridor for trail purposes in return for being released from these salvage obligations. In some cases, railroads have even turned a liability into an asset by claiming a tax deduction for the up-front value of its improvements. While this paper takes no position as to the validity of these tax deductions, the existence of this practice must be noted.

- ***User Fees***

The State of Wisconsin provides an example of how States generate revenue through user fees. While revenue levels are not high enough to pay for acquisition or development costs, funds collected offset much of the maintenance and operating costs. The Department of Natural Resources generates approximately \$100,000 annually from fees. For \$5, residents receive a pass for access to trails State-wide. Nonresidents pay \$7.

On Iowa's Cedar Valley Nature Trail, \$25,000 is raised annually through a \$1 per person/per day fee and \$5 per year pass.

- ***Leasing of Subsurface Utility Rights***

A growing source of funds for trails is the leasing of subsurface rights for fiber-optic cables and other utilities. In 1984, the Wisconsin Department of Natural Resources negotiated with U.S. Telecom to pave the entire 48-mile Glacial Drumlin Trail in exchange for a fiber-optic cable easement, a \$375,000 value. The Washington and Old Dominion Trail in Virginia grants AT&T an easement for \$250,000 per year (\$7,000 per mile) to help cover maintenance and operations costs. Other utility services that could be accommodated in a trail corridor include sewer, water, and natural gas.

## **II. ISTEA: A New Source of Funding for Off-Highway Bicycle and Pedestrian Trails**

The Intermodal Surface Transportation Efficiency Act (ISTEA, pronounced "ice-tea") was passed by Congress and signed into law in December 1991. It includes a number of provisions that will greatly benefit the creation of off-highway bicycle and pedestrian facilities and rail-trails. In particular the law created:

- three new funding programs: the National Highway System (NHS), the Surface Transportation Program (STP), and the Congestion Mitigation and Air Quality Improvement Program (CMAQ);
- updated bicycle program language;
- new language governing transportation planning; and
- the National Recreational Trails Funding Program.

### **A. Surface Transportation Program (STP)**

In terms of dollars available, the Surface Transportation Program is one of the largest programs in ISTEA. Transportation projects of all types are eligible for funding, including highways, transit, ridesharing programs, and **bicycle and pedestrian facilities**. There will be tremendous competition for use of these funds. Much of the funding will be directed to urban and suburban regions with a smaller portion going to rural areas. To determine if seeking STP funding should be a priority, evaluate the transportation value provided by a particular off-highway bicycle and pedestrian facility. It will be essential to work with State Departments of Transportation (DOTs) and Metropolitan Planning Organizations (MPOs), where they exist.

- ***Enhancements***

The Enhancements Program is a 10 percent set-aside of Surface Transportation Program funds. Each State Secretary of Transportation will have primary authority over the spending of

enhancement funds. Ten different and specific "Enhancements" are listed in ISTEA. Because bicycle and pedestrian facilities and rail-trail conversions are named specifically, enhancement dollars of ISTEA are one of the most accessible funding sources for these projects. The ten enhancement activities are:

- 1) Provision of facilities for pedestrians and bicycles.
- 2) Acquisition of scenic easements and scenic or historic sites.
- 3) Scenic or historic highway programs.
- 4) Landscaping and other scenic beautification.
- 5) Historic preservation.
- 6) Rehabilitation and operation of historic transportation buildings, structures, or facilities, including historic railroad facilities and canals.
- 7) Preservation of abandoned railway corridors including the conversion and use thereof for pedestrian and bicycle trails.
- 8) Control and removal of outdoor advertising.
- 9) Archeological planning and research.
- 10) Mitigation of water pollution due to highway runoff.

#### ***B. Congestion Mitigation and Air Quality Improvement Program (CMAQ)***

Congress created this program specifically to assist States and metropolitan areas in meeting the requirements of the 1990 Clean Air Act. Funds in this program are targeted to nonattainment areas, i.e., cities and regions which have not met the national standards for clean air. Off-highway bicycle and pedestrian projects are eligible for CMAQ funds. In addition, Section 108(f) of the Clean Air Act, passed by Congress last year, identifies rail-trail projects as an eligible project within a list of actions metropolitan areas can take to meet clean air objectives. As with the STP funds, there will be strong competition for CMAQ money. However, the fact that bicyclists and walkers emit no pollutants should make bicycle and pedestrian projects attractive to State and MPO decision makers. Again, assessment of the transportation value of the facility will be important to gain qualification.

#### ***C. General Bicycle and Pedestrian Language***

Existing bicycle and pedestrian program language received important amendments in ISTEA. The major change was that funds for off-highway bicycle and pedestrian facilities are no longer available at 100 percent Federal funding levels. Instead, Federal funds must be matched on an 80/20 basis with 80 percent Federal funds and 20 percent State and/or local match. In addition, the \$45 million national spending cap on "independent" (off-highway) projects has been eliminated. The following items discuss other additions and changes that are relevant to off-highway trail facilities:

- ***Use of National Highway System (NHS) Funds***

Subject to project approval by the U.S. Department of Transportation (DOT), a State may spend funds apportioned to it under the National Highway System (NHS) for construction of bicycle and pedestrian transportation facilities on land adjacent to any non-Interstate highway in the NHS. States are in the process of designating highways for the National Highway System. The NHS is designed to include all of the current Interstate System (and any new Interstates) and much of what is now known as the Primary System.

Proponents of off-highway bicycle and pedestrian facilities that cross NHS roads may be able to secure funding of an underpass or overpass of these roads using NHS funds.

- ***Use of Federal Lands Highway Funds***

At the discretion of the Federal agency charged with administering these funds, the construction of pedestrian walkways and bicycle transportation facilities are eligible projects within this funding category. This program funds National Forest highways, forest development roads and trails, public lands development roads and trails, National Park roads, parkways, Indian reservation roads, and Federal parkways.

- ***Use of Motorized Vehicles***

No motorized vehicles shall be permitted on trails or pedestrian walkways except for maintenance vehicles, snowmobiles when snow conditions and State and local regulations permit, motorized wheelchairs when State and local regulations permit, and such other circumstances as the U.S. Secretary of Transportation deems appropriate. (This language does not apply to trails funded under the National Recreational Trails Fund Act.)

- ***Planning***

Pedestrian walkways and bicycle transportation facilities constructed with STP, CMAQ, and NHS funds shall be located and designed according to the overall plans developed by each Metropolitan Planning Organization (MPO) and State DOT.

- ***Bicycle Transportation Facility Defined***

This section of ISTEA defines a 'bicycle transportation facility' as "...new or improved lanes, paths, or shoulders for use by bicyclists, traffic control devices, shelters, and parking facilities for bicycles." 'Paths' is understood to describe a wide variety of off-highway bicycle, pedestrian, and multiuse trails.

- ***Transportation Purpose***

Off-highway bicycle and pedestrian projects seeking funds from the Surface Transportation Program, CMAQ Program, or NHS will not qualify unless the Federal DOT determines that it

has a transportation purpose. A trail that forms a loop in a park and that is used exclusively for recreation purposes would not qualify.

#### **D. New Metropolitan and Statewide Planning Language**

- **Metropolitan Plans**

ISTEA specifically states that the objective of metropolitan planning is to move people and goods while minimizing fuel consumption and air pollution. To accomplish this:

“Metropolitan Planning Organizations (MPOs), in cooperation with the State, shall develop transportation plans and programs for urbanized areas [over 50,000 population...which] shall provide for the development of transportation facilities (including pedestrian walkways and bicycle transportation facilities) which will function as an intermodal transportation system for the State, the metropolitan areas, and the Nation. The process for developing such plans and programs shall provide for consideration of all modes of transportation....”

MPO's are required by the Act to develop 20-year long-range plans and 3-year Transportation Improvement Programs (TIPs). The TIPs must be updated once every 2 years and act as a work program for what is actually to be spent in any given year.

Fifteen factors must be considered in developing and implementing both the long-range plan and 3-year TIP. These factors are important to the trail advocate because they can help make a case for public investment in particular off-highway bicycle and pedestrian facilities. The following are the two most important factors:

- The programming of expenditures on STP “transportation enhancement” activities.
- Preservation of rights-of-way for construction of future transportation projects, including identification of unused rights-of-way which may be needed for future transportation corridors and identification of those corridors for which action is most needed to prevent destruction or loss.

Of the other factors, these may contribute further to the case for certain bicycle and pedestrian projects:

- access to ports, airports, transit, national parks, recreation and scenic areas, monuments, and historic sites;
- the need to relieve and prevent congestion;
- the likely impact of transportation policy decisions on land use and development;
- the consistency of transportation planning with other energy conservation programs, goals, and objectives;
- methods to enhance transit services and increase transit use; and

- the overall social, economic, energy, and environmental effects of transportation decisions.

- ***Statewide Plans***

States, as well, must develop 20-year long-range transportation plans. And similar to the MPO, each State is required by ISTEA to establish a 2-year State transportation improvement program (STIP) that specifies project timelines and determines financial allocations to particular projects and programs. ISTEA emphasizes providing for all modes and creating an intermodal State transportation system. More specifically, each State must develop a long-range plan for bicycle transportation and pedestrian walkways for appropriate areas of the State.

ISTEA also requires plans to consider certain factors—many of which bode well for trail interests. Key considerations include:

- “strategies for *incorporating* (emphasis added) bicycle transportation facilities and pedestrian walkways in projects where appropriate throughout the State.”
- “preservation of rights-of-way for construction of future transportation projects, including identification of unused rights-of-way which may be needed for future transportation corridors, and identify those corridors for which action is most needed to prevent destruction or loss.”

In addition, these required planning considerations may assist in building a case for certain bicycle and pedestrian projects:

- access to ports, airports, transit, national parks, recreation and scenic areas, monuments, and historic sites,
- recreational travel and tourism,
- the need to relieve and prevent congestion,
- the likely impact of transportation policy decisions on land use and development,
- the consistency of transportation planning with other energy conservation programs, goals, and objectives,
- the need to reduce single occupant vehicle (SOV) use,
- use of methods which enhance and increase use of transit, and
- the overall social, economic, energy, and environmental effects of transportation decisions.

The ISTEA language on transportation planning strengthens State and local planning requirements by mandating comprehensive plans at the State level for the first time, and doubling the funding level for metropolitan planning costs.

### **E. National Recreational Trails Fund Act**

This act creates a new trust fund, the National Recreational Trails Trust Fund (NRTTF), to be financed with Federal gas tax revenues.

- **Funding Levels**

The NRTTF is authorized for funding levels of up to \$30 million per year for the next 6 years. However, Congress must appropriate the money each year before the funds can actually be spent. A definitive spending plan for both motorized and nonmotorized uses is included in the Act.

The spending plan must be as follows:

- 30 percent per year for motorized trail recreation;
- *30 percent per year for nonmotorized trail recreation* (emphasis added); and
- 40 percent per year for diversified trail use, providing the greatest number of compatible recreational purposes, whether motorized or nonmotorized.

The percentages will remain constant regardless of actual dollars appropriated.

- **Administration and Eligibility**

The Federal Highway Administration, an agency of the U.S. Department of Transportation, will administer the program. State governors shall designate the official or agency that will administer the funds at the State level. This could be a State DOT, DNR, park agency, etc. Fifty percent of the funds shall be allocated equally among the States. The other 50 percent will be distributed in proportion to the amount of recreational fuel used in each State during the preceding year.

Grants under this program can be made to private individuals, organizations, city and county governments, and other government entities. Funds can be used for the following activities:

- environmental protection and safety education programs;
- development of urban trail linkages;
- maintenance of existing recreational trails;
- restoration of areas damaged by usage of trails by outdoor recreational vehicles;
- development of trail-side and trail-head facilities;
- acquisition of easements for trails or acquisition of fee simple title to property;
- construction of new trails on State, county, municipal, or private lands; and
- under certain conditions, construction of new trails across Federal lands.

## **Summary**

Funding sources for rail-trails and other off-highway bicycle and pedestrian trails vary widely. An analysis of the case studies and other trail organizing experiences suggests that “creativity” and “innovation” are the watchwords. With a limit to available Federal monies, trails move from vision to reality only when citizen advocates and operating agencies piece together funding from many sources.

A well-developed strategy for funding corridor acquisition and trail development is essential. In this regard, *Funding Illinois Rail-Trails*, prepared by Hoffman, Williams, Lafen and Fletcher for the Illinois Department of Conservation, is an excellent resource (see Bibliography). It outlines the process for developing a funding strategy and encourages creativity and innovation.

While enactment of ISTEA should enable Federal transportation dollars to play a much greater role in funding of trails, the degree to which spending priorities actually shift toward bicycle and pedestrian needs will depend on three factors:

- 1) the level of transportation appropriations approved annually by Congress,
- 2) the degree to which State Departments of Transportation actually use the flexibility ISTEA allows, and
- 3) the involvement and pressure generated by citizens at the local and State levels.

## **Section C**

# **Guidelines for Success**

Brief, practical guidelines for success in the following list are identified from within each of the five project development stages outlined in Section A of this chapter.

### **Stage One—Initiation**

- **Learn of trail opportunities.**

Deadlines for invoking remedies against the breakup and loss of abandoned corridors are rigorous when the Interstate Commerce Commission (ICC) is involved. As a result, it is imperative that trail proponents carefully monitor corridors that are likely candidates for abandonment by the rail company and have good prospects for becoming a trail.

- **Watch for notices of abandonment.**

State and local agencies generally receive at least 6 weeks advance notice of the “regulated” abandonment proceedings, but only a 2-week newspaper notice is required for the public. Develop your agency contacts to let them know of your interest and then also watch your newspapers.

- **Evaluate your corridor with a critical eye.**

Walk the corridor with some interested friends. Examine it on a map to see where it goes. Look at the prospects—for bicycling and walking as transportation...recreational opportunities...economic development...preservation of natural habitat and open space. What is along the corridor that should be saved, that represents the richness of your community? While every abandoned rail line cannot be developed into a trail, most corridors can be developed to meet multiple objectives. Exclusive preservation for natural habitat may be the best use for a certain corridor.

- **Know the planning process.**

Learn what planning decisions are made at what levels from local through Federal. Identify key players, timelines, and procedures that will affect your project. The Intermodal Surface Transportation Efficiency Act (ISTEA), the current Federal surface transportation statute, includes a variety of programs offering important financial assistance for rail-trail development, but this assistance may be tapped only if the proposed project is included on the State or local (areas of more than 50,000 population) metropolitan planning organization's "transportation improvement program" (TIP). Projects not included in the State or local TIP are eligible only for the National Recreation Trails Program Fund in ISTEA. Be proactive in getting your trail included.

- **Avoid the "transit vs. trail" trap.**

Some decision makers can get stuck at the thought of creating an 'interim'—that is, temporary or until a later time—trail along the same corridor they have identified for filling a need for future mass transit. Make it clear at the outset that the trail is only interim, but in that time between now and the actual building of a mass transit line, a trail can preserve the linear integrity of the corridor, can help beautify the neighborhoods, and can provide citizens with nonmotorized routes to come and go. Limiting the expenditures on the trail can also send a clear message to officials that trail advocates recognize the interim nature of the facility.

- **Find like-minded trail enthusiasts.**

Seek support and feedback from friends and neighbors. Test the waters for opposition and concerns when the idea of a trail is mentioned.

- **Seek initial publicity.**

Write a letter-to-the-editor or try to find a writer from your local newspaper or television station that might find the trail idea interesting. Write a short piece to introduce the idea in newsletters of such local groups as the bicycle or hiking club, conservation organizations, or community groups. Do remember, though, that if there is opposition to a trail, it will begin to come together as soon as the idea of a trail is talked about. Opponents, too, will use the media to promote their side of the trail idea, and the media does enjoy controversy.

- **Develop an initial strategic plan.**

Brainstorm with your group of enthusiasts and summarize your best thinking on topics such as: how to preserve and acquire the corridor; what community groups might be brought into a coalition; what government jurisdictions need to be involved; what key elected officials should be approached; what sources of funding might be available; what

additional information is needed and how can it be gathered; who is opposed and what are their concerns; how will you handle those concerns. This plan need not be elaborate, but it should be carefully thought through.

- **Organize.**

Get your group structure in place. If you plan on raising money as a nonprofit organization, get your tax status in order and complete all the state and local filings to do business. Find your leaders, your workers, and your spokespersons. Define your goals and draft a charter for your group.

## **Stage Two—Advocacy**

- **Develop a vision of your trail.**

Initially, one of the most important keys to building broad citizen support for a trail project is to create a vision of your trail. Describe what you see the final trail looking like. Capture the attention and the imagination of the public with your enthusiasm, your vision statement, and perhaps even some pictures of other trails alongside of pictures of your abandoned corridor. While some people can immediately 'see' the possibilities, others will need to be assisted.

- **Invite broad participation.**

Develop your trail plan to accommodate as many uses as can be compatibly handled on the corridor. The broader the coalition the likelier it is the trail will succeed.

- **Combine forces.**

Combine a governmental body committed to purchase and operate the trail with a local, private group committed to the trail's establishment and promotion. Each group can strengthen the other. At the same time, seek additional participation from the business community or other major institutions, such as universities, colleges, or public schools, located along the corridor.

- **Look for linkages.**

Tie your proposed bicycle and pedestrian trail into a larger community network of greenways and open spaces whenever possible to strengthen your position of advocacy. Trails can link together neighborhoods, shops, churches, schools, parks, and other trails. Look at the big picture, but be careful not to make your project appear to be unrealistic and therefore overwhelming. Break your project into manageable pieces to avoid citizen burnout and to keep advocacy efforts focused.

- **Make the most of every publicity opportunity.**

Be positive about your project. Invite key people to visit the corridor to see what has happened. Celebrate each trail accomplishment. Keep the media apprised of the decisions about the trail as well as the events and happenings on the trail.

- **Expect opposition.**

Many trail advocates blithely assume that there will be no opposition. Frequently, however, adjacent landowners view a proposed trail as an unknown quantity which will attract “strangers” and result in increased trash, crime, and adverse effects on property values. Studies reveal that trails do not, in fact, have these adverse effects. Nevertheless, trail proponents should be well versed in these issues and fully equipped to address them.

- **Respect the opponents.**

Each side can attract extremists. Do not assume all opponents have the same motivation. Understand that trail opposition is emotional, and rational arguments will not satisfy opponents when the adrenalin levels are high. Try to accommodate all reasonable concerns of adjacent landowners. Do not assume, however, that opposition will simply melt away. Some adjacent landowners will never be convinced until the trail is constructed, that is, and the untoward effects they feared do not emerge.

- **Be flexible.**

Plans often must change to accommodate concerns raised by all parties, opponents, officials, neighbors, and even those who want to be in favor of the trail.

## **Stage Three—Acquisition**

- **Be cost conscious.**

There is no reason to break the bank on a rail-trail. Make use of the fact that a rail-trail is already largely constructed—and thus all the more economical—in that the corridor comes with the roadbeds and bridges intact and crossings already in place. Some decking and railing on the bridges, some signs at road crossings, some mowing or light grading of the roadbed surface may be all that is needed to begin using your trail.

- **“Railbank” the corridor.**

Railroad corridors are heavily regulated entities generally held by the railroad in a hodge-podge of interests, including fee simple, base fee, easement, or Federal grant. Unless the corridor is “railbanked” by the Interstate Commerce Commission (ICC) under section 8

(d) of the National Trails System Act, 16 U.S.C. Sec. 1247(d), prior to full abandonment, portions of the corridor may revert to adjacent landowners under state law, notwithstanding acquisition for trail use. If reversions occur, it may be very difficult to reassemble the corridor, and thus the importance of successfully invoking section 8 (d) of the Trails Act to most all rail-trail efforts.

- **Explore multiple funding alternatives.**

Government park agencies frequently have a large backlog of acquisition and construction projects. Because of this backlog, and because many rail-trail opportunities arise relatively suddenly and are “unprogrammed” by the agencies involved, park agencies are often reluctant to fund rail-trail projects. Trail proponents should accordingly not assume financial backing from a park agency and should vigorously explore alternative funding arrangements. Be innovative and creative.

- **Explore self-financing acquisition options.**

Frequently the preservation of a rail corridor for trail and railbanking purposes creates substantial value which would be lost if the corridor were broken up through reversions and piecemeal sales. This raises the possibility of a self-financing acquisition effort that can be attractive to all parties, including the abandoning rail carrier, particularly if a transaction can be arranged early in the process.

## **Stage Four—Development**

- **Plan for multiuse and for the future.**

Involve the entire community in the planning process as it considers the issues surrounding the multitude of users for the corridor. Consider how the trail will serve the need for nonmotorized transportation, recreation, habitat conservation, along with utilities such as fiber-optics. Consider the needs of hikers, older persons, children, horseback riders, bicyclists, wheelchair users, cross-country skiers, and in some areas, snowmobilers. Keep the future in mind as well. Anticipate increased usage that may require eventual widening of the trail or strengthening of the roadbed.

- **Make your trail friendly.**

Trails can be developed on low budgets without sacrificing elements which make a trail special and user-friendly. Signs with a trail logo, while a low-cost item, will enhance the uniqueness and add to the aesthetic value. Benches and other amenities can often be made from materials found within the corridor itself—tree stumps, logs, and large boulders.

- **Adhere to design standards for quality and accessibility.**

The principal design and safety guidelines for pedestrian and bicycle trails are currently set forth in the *Guide for Development of New Bicycle Facilities (1991)*, published by the American Association of State Highway and Transportation Officials (AASHTO) (see Annotated Bibliography, Chapter Three, Section E). Of equal importance are the policies called for in the Americans with Disabilities Act and the design standards set forth in the *Uniform Federal Accessibility Standards*. The “Americans with Disabilities Act Accessibility Guidelines” were published in the *Federal Register* of July 26, 1991. Also, the Architectural and Transportation Barrier Compliance Board is developing a “Design Guide for Accessible Outdoor Recreation” in cooperation with the U.S. Forest Service and the National Park Service. Adhering to these standards will assist in defending against liability in the event of accidents on the trail.

## **Stage Five—Operation/Maintenance**

- **Limit your liability.**

Almost all states limit the liability, for accidents on privately owned trail corridors, of persons who open their property to recreational use for free. The limitation generally bars liability except for intentional or wanton actions or inactions by the property owners.

- **Protect your corridor from encroachment.**

In order to protect a rail corridor from encroachment, trail managers should insist that any use of the corridor be pursuant to a written contractual agreement or proper conveyance of rights. The outside parties should agree to indemnify the trail manager for any damage to the trail or corridor or any liability resulting from the outside parties joint use of the corridor.

- **Create a Friends of the Trail group.**

Have a citizens group that works alongside the managing agency to help with maintenance, policing, beautification, and promotion. Your trail is a community asset, and the ownership is shared by everyone—managing agent, user, neighbor, and trail advocate.

## Section D

# Recommendations

In the course of this study, a number of policy initiative and additional research needs were identified. When addressed, the development of off-highway bicycle and pedestrian trails will be advanced significantly. Specifically:

### **A. Federal Policy Recommendations**

- Reauthorize the Rails-to-Trails Grants Program, section 809(b) of the Railroad Revitalization and Regulatory Reform Act of 1976, for 5 years at \$25 million annually. This would provide a much-needed Federal funding source for trail construction, technical assistance in planning and design, and other supports to rail-trail conversion projects.
- Strengthen the use of “railbanking” and related Interstate Commerce Commission (ICC) procedures governing rail-trail conversions through either:
  - a. Congressional legislation to amend the National Trail Systems Act to require railbanking when a State or local agency, or private nonprofit organization is willing and able to act as trail managers; or
  - b. Change ICC regulations and practices to:
    - increase the time allowed for trail proponents to respond to abandonment announcements (early warning system);
    - eliminate concurrent timelines and deadlines for protesting an abandonment and filing for railbanking; and
    - create cooperative procedures for announcing, evaluating, and processing abandonments. (This might entail creation of a joint task force of the ICC, the Federal Railroad Administration, the Federal Highway Administration, and the National Park Service to evaluate upcoming abandonments for possible railbanking and trail use. It might also include designating a staff

person at the ICC to relate specifically with the trail advocacy community and State agencies with an interest in converting rail corridors to trails.)

- Strict enforcement by the Federal Highway Administration of the Enhancements Program in ISTEA, would ensure that funds spent by State DOTs are used for the purposes intended by Congress.
- Promotion by the Federal Highway Administration of CMAQ, STP, and NHS funds for off-highway bicycle and pedestrian facilities that have significant transportation value should be done in the following ways:
  - Expand publication of the recent regulatory changes that encourage use of Federal transportation funds for bicycle and pedestrian projects, i.e., FHWA's May 7, 1991 memo that affirms eligibility for "...any type of facility which does serve a valid transportation need while also fulfilling recreation purposes...." and FHWA's August 7, 1991 memo that suggests ways to reduce bureaucratic "red tape" that had been required for approval of bicycle and pedestrian projects.
  - Publicize the eligibility of bicycle and pedestrian facilities and programs for funding under various programs of ISTEA. Brochures and other communications should be geared for the general public and citizen bicycle advocates and disseminated to the bicycling community as well as to State DOTs and other State agencies.
  - Prepare a special publication to encourage States to take a "systems approach" to trail development and that articulates Federal support of policies that lead to a nationwide bicycle and pedestrian trail system.
- Include assessments of abandoned railroad corridors in undertaking the corridor preservation study required by ISTEA. Assessment techniques and criteria for this work must be updated from those used in the 1977 United States Department Of Transportation (USDOT) study, *Availability and Use of Abandoned Railroad Rights-of-Way*. (Study done pursuant to Section 809[a] of the Railroad Revitalization and Regulatory Reform Act of 1976.) The process should also utilize information generated from State-wide and regional reports.
- Use the Local Technical Assistance Program at FHWA to promote bicycle and pedestrian trail technology transfer. This program is fashioned after the USDA's Cooperative Extension Service and serves local highway and traffic engineers with practical applications and access to emerging technologies for both urban and rural transportation settings. The local engineer's "toolbox" should include, as a matter of

course, the best technologies, engineering techniques, program ideas, and case studies relevant to development and operation of bicycle and pedestrian trails.

- Integrate a rail-trail preservation module into the Corridor Preservation Techniques and Applications, Pilot Training Course (no. 15130) recently prepared for FHWA's National Highway Institute. Other trail development modules and courses should be developed for the National Highway Institute using the expertise found in the private nonprofit sector and various levels of State and local governments.

## **B. State Policy Recommendations**

States should implement the following recommendations for State level "railbanking," trail conversion, and development policies:

- Adopt a specific State policy to support rail-trails and set forth the appropriate governmental relationships to create them.
- Adopt a strong State DOT policy to support "Railbanking."
- Pass laws that grant State DOTs the right of first refusal and the ability to exercise it on behalf of other agencies.
- Budget a high per capita allocation in an appropriate agency for parkland acquisition.
- Adopt a State DOT policy in favor of using Federal transportation funds for rail-trail acquisition and development.
- Pass laws to prohibit most construction on old rail corridors, including those corridors already owned by private developers.
- Provide for State legislative authority to create cross-jurisdictional park authorities to manage multi-jurisdiction rail-trails.
- Adopt appropriate policies to authorize the leasing of rights-of-way to fiber-optic and other utility companies.

## **C. Studies**

- Examine specifically the transportation use on 50 selected trails nationwide. This study might also address potential to increase transportation use with the addition of connector trails, directional signs, marketing and promotion activities, and/or transportation demand management measures.

- Identify the scope and potential of Intelligent Vehicle Highway System (IVHS) high technology for bicycle and pedestrian trails. Given the large amount of resources going into this FHWA research program, a component should examine such possible applications as enhancing personal security, gathering usage data, facilitating fee collection, mapping and monitoring wildlife species movement and proliferation.
- Investigate off-highway bicycle and pedestrian trails that are not rail-trails. While RTC maintains an extensive inventory of rail-trails nationwide, this study found that the extent of other types of off-highway trails is not well documented. A number of multiuse trails and trail systems were identified outside of the rail-trail inventory. They exist primarily on the National Park Service lands, in regional/local parklands, and in greenways along river and stream corridors. Some are currently under development while others exist only in concept. Often they are components in large urban open space preservation plans. A study of this kind would identify important potential for completion of a nationwide system.
- Study economic impact on small businesses located in close proximity to rail-trails. This study might also include market research on the potential for small business development along trail corridors.

## **Chapter Two**

### **Four Case Studies**

The following case studies have one thing in common each is a bicycle and pedestrian trail created on an abandoned rail corridor. They differ in many ways—the type of community through which they travel, the length of time it took (or is taking) to complete, the number of miles, the types of problems they encountered (or did not encounter), the skills of the citizens involved, the types of funding used, and the public officials and agencies that participated in the outcome.

Each case is an example of the potential of an abandoned rail corridor, but each is also an example of dedicated citizens who were willing to work hard and long to see their vision come true. In the Washington State case, it almost seems that nothing could go wrong. In stark contrast is the Rock Island Trail where it seemed that little could go right. Florida's Pinellas Trail seemed to move with the speed of light in a community of enlightenment, while the Sugarbush Trail seems bogged down with the lack of consistent policy and direction from the State agencies as well as determined opponents.

The parallels and the differences clearly lead to one conclusion: There is no single recipe with standard ingredients that lead to the creation of a community rail-trail for bicycle, pedestrian, and/or equestrian uses.

## **Case Study A:**

# **The Snohomish County Centennial Trail**

(a.k.a. Snohomish-Arlington Trail)  
Washington

### **Background:**

Location:	Western Washington State between Snohomish and Arlington 40 miles north of Seattle, east of Everett
Trail Specifics:	43.3 miles in length, 7 miles developed to date; paved asphalt surface, 12-foot-wide and 6-foot-wide soft surface specifically for horses; abandoned Burlington Northern Railroad right-of-way; nonmotorized uses, including horses
Unique Features:	wetlands, stream crossings; rare and endangered plants in some areas; access to rivers for fishing and swimming; spectacular mountains and valleys; wide variety of adjoining land uses;
Jurisdictions:	Snohomish County Snohomish, Lake Stevens, Hartford, Edgcomb, Arlington cities/towns

### **I. Initiation Phase**

In the spring of 1988, Robin Thome, a member of the Snohomish County Parks Board and an owner of property adjacent to the abandoned Burlington Northern Railroad right-of-way (ROW), learned that \$100,000 designated for purchase of a trail along the rail corridor had been stripped from the county budget. For years, the corridor had been identified on the county's master plan as part of a major north-south trail system stretching across the entire county. Her alarm at the possible loss of this money to purchase the trail set the stage for the creation of a citizen group to advocate for the trail.

The County Council's decision to cut the funding for the trail was triggered by concerns over stalled negotiations with Burlington Northern Railroad and total cost of the project. As a result, the council chose not to pursue acquisition.

However, to Thome and the small group of friends she had gathered in her home, the County's decision was a call to citizen action. One of those gathered had read about the Rails-to-Trails Conservancy's (RTC) work on preservation of rail corridors and converting them to trails. She decided it was time to join and get their publication, *Converting Rails to Trails: A Citizen's Manual for Transforming Abandoned Rail Corridors Into Multipurpose Public Paths*. In her words, "We had no idea what to do, and the information we received from the RTC literature was extremely helpful in guiding us in a very practical way. It gave us a sense of what to do, where to go, and how to do it."

The Snohomish County Centennial Trail was a citizen lead effort where no one knew how to create such a trail, but everyone was eager to contribute and learn. While the group credits "persistence" as their primary success factor, several other key factors contributed, as well.

They operated with gut level instinct. They had a vision of their undertaking. They asked a lot of questions, and they recognized from the outset that this project would take hard work. Their initial meetings in Thome's home brought together a variety of citizen activists with one common ingredient—a high degree of political maturity. They recognized the role politics and government would play in their efforts, and their knowledge and experience in this arena alone gave them a sizable lead in fulfilling their mission. The Snohomish-Arlington Centennial Trail Coalition had work to do.

The formally organized Snohomish-Arlington Trail Coalition received nonprofit status under IRS tax codes as a 501(c)3 in 1989. When they began investigating the abandoned corridor for trail opportunities, track was being taken up on the last section. As a group they saw the use of the old rail corridor for a trail as a genuinely good idea that would win the support of people once they became aware of the concept and could visualize the trail. In the past, other groups had tried to stimulate interest in trails in general by highlighting an overall absence of trails in the county. These groups had been unsuccessful in capturing the public's attention or imagination. The Coalition determined the need to specifically focus on the cross-county BNR line, particularly between Snohomish and Arlington.

## **II. Development Phase**

### **A. Land Ownership/Corridor Acquisition**

The corridor dates back to 1889 when the old Seattle, Lakeshore and Eastern Railroad operated the line in various parts of western Washington, into parts of British Columbia, Canada, and east across Stevens Pass into Central Washington and the Cascade Mountains. During its

height, the railroad carried local and international mail, freight, and passengers throughout the region. Freight varied from virgin timber and finished sawmill products to iron, copper, lead, silver, and gold. Tourists rode open cars from Everett and Snohomish to the gold mines at Monte Cristo, winding through the steep canyons of the Stillaguamish River's south fork. Remnants of the rail line in the Seattle area are today included in the well-known and well-used Burke-Gilman Interurban rail-trail.

In 1892, the Great Northern Pacific Railroad purchased the line and continued to operate parts of the system until 1970 when Burlington Northern Railroad (BNR) bought out the line. Abandonment began as early as 1972 between Hartford and Arlington, the northern portion of the trail site. In 1987, abandonment of the southern section from Hartford to Snohomish signaled an end to Burlington Northern's rail activity along the corridor. The new life for the corridor awaited definition.

Burlington Northern Railroad retained ownership of nearly 70 percent of the corridor at the time of the trail proposal. Of the remaining tracts, some had reverted in ownership to adjacent landowners while other parcels had been purchased by adjacent property owners, two cities, a road district, and the Milwaukee Railroad. Because BNR was still the largest holder, acquisition proved to be easier and resulted in fewer disputes with adjacent property owners or reversionary interests common to other rail-trail conversions. Large parts of the ROW were being used informally as an unimproved trail, and over the years, people in the area had become accustomed to seeing bicyclists, walkers, and equestrians on the right-of-way.

As is often the case with railroad corridors dating back 100 years, the rail company could not be absolutely certain as to the validity of title, and therefore, only a quitclaim deed could be issued. In contrast to many agencies, Snohomish County chose to accept the title in its "as is" condition and prepared to resolve title issues over a period of time. In addition to benefitting from disposition of the asset, the railroad company liked the trail idea. They were cooperative in negotiating a fair market value of \$2,500 per acre for the property.

Initially the County used their Property Management Office to handle the property transactions, but a permanent properties specialist position was soon created within the Parks Division. Universal Field Services, a large nationwide company specializing in right-of-way acquisition, was hired to handle title research, technical/legal issues, and the details of real estate appraisals on all of the land segments along the corridor. Actual negotiations were handled by the County Parks Division staff on a one-on-one personal basis with the various individual owners. Members of the park staff had spent time in the communities hosting public meetings and answering questions. They were already known to the owners and were in an ideal position to assist with the final land transaction.

The original plan for acquisition of the corridor between Snohomish and Arlington was expanded into three phases and stretched from the Skagit County line in the north to the King County line in the south.

• **Phase I**                      **17.3 miles**                      **Snohomish to Edgcomb**

Six miles have been developed and one additional mile in the City of Snohomish will be developed in the fall of 1992. Funds for this mile segment are already in hand. Acquisition for the first phase was completed in approximately 18 months.

• **Phase II**                      **11 miles**                      **Edgcomb to Skagit County Line**

Four of these miles will be in the City of Arlington and the city government is taking the lead on this segment in their community. They are negotiating the acquisition and arranging land exchanges with BNR to ensure a good corridor to the very heart of the city. In addition, the County expects to complete, within the next few months, the purchase of 6 miles of right-of-way between the Skagit County Line and Arlington.

• **Phase III**                      **15 miles**                      **Snohomish to Monroe to King County Line**

Only one 3/4-mile segment has been acquired to date.

Of the entire 44-mile corridor, nearly 24 miles, including the major part once owned by Burlington Northern, have been purchased. Some of the reversionary parcels are Railroad Grant Act properties and are still in the process of acquisition. A short segment of the line remains an active rail spur, and an alternative route is needed to link together the two county-owned rail corridor segments.

The smoothness of the acquisition process is credited to an early decision by the citizen Coalition to include all concerned property owners in open discussion as plans were being formulated. Because special efforts were made to include property owners in the decisions and activities of the coalition, many of the neighbors approached sale or donation of the land to the county as a friendly transaction with final sale being nearly a foregone conclusion. Even without using their powers of eminent domain, which some State grant funds prohibit, the county's overall cost of acquisition was lower than originally estimated.

There have been some problems with a few property owners. Most county residents agree that the resistant owners are using the trail as an opportunity to voice complaints to the county on issues unrelated to the trail. Still other owners are attempting to win concessions from the county on development rights associated with other tracts of land. Very few issues have been unresolvable. The county has completed acquisition on three times as much property as has yet been developed into trail. But, the undeveloped segments continue to be informally used while awaiting development.

## **B. Generating Public and Private Support**

The Trail Coalition determined early on that a strong base of citizens was needed to convince the county's elected officials on the trail project. With power to make funding decisions, this body would be very important to the success of the trail. Although the plan seemed overly simple and obvious, it worked.

To build a small operating fund, the founders of the nonprofit Coalition used their individual contacts to solicit contributions from such allied organizations as The Mountaineers (Everett branch), The Executive Horse Council, American Hiking Society, and 4-H clubs. In addition, businesses and civic organizations were asked to contribute either money or in-kind services. For example, a local bank agreed to cover the cost of producing and printing a membership brochure for the Coalition. This piece was used extensively in membership recruitment, and the Coalition grew to 3,500 members in 1989.

Area newspapers were contacted and stories supporting the trail began to appear and greater credibility was established around the idea. A speakers bureau was set up that took Coalition spokespersons to local civic clubs, school PTAs, and other organizations. Their candor and willingness to take their case openly to the public were key features of their plan.

Early in the public awareness phase, the coalition made their efforts known to a broad spectrum of citizens, communities, and organizations. Letters of support were received from the small cities, chambers of commerce, and local area legislators. The policy to be inclusive and to meet with people drew wide support and admiration, even from groups on the fringe of their activities. The increased public involvement, in turn, encouraged the Coalition. Property owners along the trail corridor were specifically invited and encouraged to be candid about their concerns and questions. Armed with the background supplied to them by RTC and other area trail groups, the Coalition was able to respond to most of the fears with facts. This gained them a high degree of respectability with public officials, private individuals, and organizations. Opposition was minimal.

The positive, upbeat approach of the Coalition generated many supporters, but to help assure that their cause was heard, an even larger audience was needed. It was decided to bring the case for the trail to the 1988 Evergreen State Fair in Snohomish County. It was here that Coalition members would have a chance to talk with many people at one time. Unsure of the amount of attention they might draw from possible opponents, they planned to have an information booth and hold a petition drive. With two volunteers at a time working 2-hour shifts, in just ten 10-hour days, more than 6,000 signatures were collected in support of the trail. To their delight, no organized opposition surfaced, and the Coalition continued to have an information booth at the fair for 4 successive years.

Armed with the petition, a growing membership, and news clippings it was time for the Coalition to visit the elected county officials in Everett. The County's adopted comprehensive plan included a reference to the trail, and earlier conversations with the railroad set the stage to

get the attention and the interest of the officials. However, it was the clear and compelling public support generated by the Coalition of private citizens that persuaded the officials that now was the politically right time to act. The County Executive Administrator and five council members authorized the Parks Division to actively pursue the trail project and to further examine its merits.

While the Snohomish County Parks and Recreation Division was excited about the trail project, it was clear that this undertaking required the skills of a new staff person, one experienced in dealing with a myriad of issues and personalities. When professionally trained Mike Parman was hired specifically as a trail coordinator, he immediately began to make use of the Coalition for a variety of tasks to supplement his limited paid county staff. What the volunteers lacked in experience, they more than made up for in hard work and drive. To handle the many complex issues ahead, they drew from the expertise Parman brought to the job and a knowledge base gained from other trail efforts in Whatcom, King, and Pierce Counties.

The Parks and Recreation Division enlisted the National Park Service to support the creation of a concept plan and master plan for the project through the Federal agency's technical assistance program. The contract with NPS was signed in February 1989 and the County Park staff played a leader role in working with the NPS staff.

As an exciting aside, when the NPS plan for the Snohomish-Arlington Trail was completed, it could not be distributed—the trail was moving so rapidly that the actual trail activity was ahead of the plan! County Parks held up publication for a few months in order to develop the larger concept, including the three phases of acquisition mentioned earlier. Even the name of the trail needed to be changed. Snohomish-Arlington no longer described the project and it was renamed the Snohomish County Centennial Trail.

This work with the NPS was necessary to begin developing some specifics on environmental considerations, design, uses, and development costs. The two-stage concept plan, although a slow process, brought specific dimensions to the Trail concept and helped focus the Coalition and the County on the task they were beginning.

County Parks also requested and received assistance from other agencies in various elements of the proposal, and created contacts which would later be helpful in their funding strategy. The U.S. Department of the Interior conducted Endangered Species research needed in order to comply with any future Federal funding. At the State level, The Department of Natural Resources, an owner-operator of two rail-trails, was asked to evaluate the site for existence of rare plant life, native wetlands, and significant plant family groups.

Assistance with further flora, fauna, and habitat evaluations came from a variety of sources including the Pacific Northwest River Basin Commission, Washington State Department of Wildlife, Snohomish County Planning Division's Resources Group, and Everett Community College. The information compiled on the natural resources of the corridor revealed the remarkable richness and diversity of species in the area. Nearly 75 percent of wildlife species

known in western Washington, nearly 300 different species, were identified along the corridor—including 200 birds, 63 mammals, 13 amphibians, and five reptiles.

The County Public Works Department, responsible for road and facility construction, assisted in evaluating intersections of the proposed trail with roadways, locating existing utilities and drainage features, and dealing with issues relating to the replacement of several stream crossings where bridges or trestles had been removed. They would later have a key role in managing the trail construction.

The Washington State Parks and Recreation Commission became the first administrator of State legislative funding in the fall of 1989. State Parks was supportive in efforts to secure additional legislatively created funding, to be administered by the Interagency Committee for Outdoor Recreation (IAC), from later county applications to the new Washington Wildlife and Recreation Coalition.

The Coalition contacted their congressional delegation and sought their support. On separate occasions, a picnic and a get-acquainted-with-the-trail function were hosted for Congressmen Al Swift and John Miller and their respective staffs. The result—both legislators endorsed the trail project and a jointly signed letter seeking Federal assistance and funding was sent to the Secretary of the Interior. Again, the Coalition's political sensitivity was winning friends in high places and serving their trail plan well.

### ***C. Funding***

From the beginning, the Coalition and the County realized that a project of this size would require county money combined with Federal and/or State matching grants. They began early to set the stage for their funding needs. Fortunate for the project, the State of Washington was experiencing a cash surplus as a result of phenomenal growth coming to the area. Washington State Government, financed largely by sales tax dollars, had seen its budget increase by nearly 50 percent in 4 years. With all the new development pressures in the State in 1989, a new theme was being trumpeted by many in the legislature: open space must be preserved now before it is all gone. The Coalition capitalized on those sentiments and the timing of events in the State and targeted their lobbying efforts on the State capitol. In a special State appropriation bill, the Coalition won \$1.1 million which was to be matched by the county for their trail.

A year later the momentum for more preservation and conservation efforts was still building. A new coalition was formed of State-wide environmental activists under the leadership of a former governor and a former congressman. They created the Washington Wildlife and Recreation Coalition and successfully established a fund of \$53 million to be used primarily in the acquisition of open space around the State. Funds for this group were handled by the Interagency Committee for Outdoor Recreation. Snohomish County Parks applied to the Interagency Committee for funds, and in March 1990 received \$1 million grant which was to receive county matching funds.

### **Funding Summary**

1989	for acquisition and development	
	\$1.1 million	Washington State Park and Recreation Commission/State Legislature
	\$1.1 million	County match; generated from real estate excise tax
1990	for acquisition only	
	\$1.0 million	Washington Wildlife and Recreation Coalition
	\$1.0 million	County match; real estate excise tax revenue

A total of \$4.2 million has been granted to the project, of which approximately \$1.1 million has been used for acquisition, \$2 million for development, and the remainder earmarked for the segment in the City of Snohomish. It is anticipated that the above funding allocations will complete the acquisition of all 44 miles.

The County is preparing a second application to the Interagency Committee for Outdoor Recreation to cover the remainder of Phase I development. The proposal includes:

\$1.8 million	State funds
\$1.8 million	County matching funds

The County plans to use a Housing and Urban Development (HUD) grant to build the first of five or six turn-of-the century railroad depots along the trail. These stations will house concessions, restroom facilities, and interpretative displays on historic elements and natural resources found along the corridor. Outside each building will be parking for bicycles and hitching rails for horses. Each station will be named for a town or village that served as stopping points on the old railroad.

Private monies are also being invested in this corridor. A 277-acre tract of wetlands adjacent to the trail corridor was of particular interest to the Trust for Public Lands (TPL) because of the diversity of wildlife habitat and rare and endangered plant species. TPL's efforts to acquire this beautiful and unspoiled land area will assure its preservation, and further the objectives of the Centennial Trail's Master Plan by enhancing and broadening wildlife habitat and ecosystem diversity.

Acquisition of various connecting parcels continues where the corridor passes through or around the small urbanized communities. No local private fund-raising efforts have contributed to the acquisition effort. Current expectation is that the remainder of the corridor will be acquired over an extended period of 3-5 years. Where the rail corridor is still in use as an active line, the County is still investigating alternative routes for the trail.

## ***D. Developing the Trail—Planning and Design***

### ***Trail Condition***

The entire 44-mile trail corridor is rich in natural, cultural, and historic resources. As described earlier, the area has a history of mixed uses ranging from agricultural to forestry, and from mineral mining to commercial/residential development. The land and land use developments adjoining the corridor are a reflection of these characteristics and contribute to scenic as well as interpretive and educational opportunities that abound in Snohomish County.

The topography offers a panorama of visual experiences from lush river valleys to steep ridges which announce the foothills of the imposing Cascade Mountain Range. Much of the railroad was built along the Pilchuck River where several bridges crossed over the flowing waters. With the departure of the railroad, bridges and trestles also were lost.

The lowlands were ideal for water retention, and in many places it was the elevated railroad bed that served as a dike that created the prospering wetlands, now considered fragile and sensitive. These areas presented special challenges, as well as opportunities to the trail planners.

Requirements, such as parking, at trail heads contributed their own dilemmas. The 200+-foot-wide rights-of-way, where former depots or rail yards had been located, would have been ideal for trail heads. However, quite frequently these sites were under heavy development pressures, or residents in completed developments had concerns about additional traffic demands on narrow streets. These obstacles have been minimized by the acquisition of alternative sites and the use of other available rights-of-way.

Hazardous waste sites along a railroad ROW are always a major concern, and Snohomish County is no different. Planners expected to find such hazardous waste at sites known to have been loading yards, industrial storage, or early train derailments. Extensive site investigations, including core drilling at several locations along the corridor, were done with strongly favorable results. Some mitigation efforts will be necessary but none of serious proportions which might jeopardize future trail development.

Numerous intersections, driveway cuts, adjoining utility lines, encroaching fences or development, and access permits granted by the railroad, all contributed special problems to the condition of the trail. In many cases, the design and the signage on the trail were determined by the need to maximize safety for user of both the trail and the highway. Sight distance was planned to increase exposure at intersections while at the same time maintaining a strong trail identity and experience.

In some cases, existing land uses presented interesting challenges to the trail planners and builders—audio impacts from a nearby rifle and pistol practice and firing range; visual impacts of high-voltage transmission lines; illegal dump sites; and adjacent heavy industrial activities.

In several instances, these particular land uses were historically created, and therefore were to become sometimes incompatible, yet reasonably good neighbors to the trail. Some would argue that even in a very rural open area, a rail-trail specializes in exposing the user to a wide variety of sites, smells, and experiences. The railroad was, after all, a harbinger of increasing development and attributed directly to many of these land uses. Rather than treat them as a nuisance, the Centennial Trail celebrates the diversity of human development as well as the richness of natural resources.

One special challenge for trail planners was the replacement of five bridges. To retain the desired multiuse characteristic, the new bridge facilities needed to be as wide as the trail itself. To accommodate this need, three prefabricated concrete girders laid side by side were used to create a 21-foot-wide surface for the trail crossing. This extra-wide surface made it possible to handle a 12-foot walking/bicycling path alongside a 6-foot horse path with adjoining shoulders. These new bridge facilities are simple, very functional, and extremely handsome.

The corridor surface ranged from very good to very poor. In most cases, large aggregate had to be replaced with smaller rock and hard surfacing. Many locations had washouts and poor drainage which required repair and correction. Some ROW areas were very narrow and steep as they ringed canyon walls. On much of the older abandonment, vegetation had taken over and extensive clearing was required to permit a more appropriate trail experience.

### ***Trail Design***

The trail design process was a mirror image of the cooperative approach use by the county and the Coalition to bring the entire concept into reality. The county created a 28-member Trail Advisory Committee of trail constituents and other property interest citizens. The group, including many Coalition members and local government officials, was involved at the beginning in the development of the trail's concept plan and design. Technical assistance was, as mentioned earlier, provided by the National Park Service with a final document which outlined the comprehensive planning program and process.

The committee considered a myriad of issues in preparation of the total plan. From the beginning, it was apparent that the diverse population of the county required a trail plan that would appeal to a variety of interest and users. As the number and variety of uses increase, so does the potential for conflict. The committee and planners depended on good design and careful planning to provide separate accommodations for different users, corridor environmental integrity, adjacent property protection, and achievement of specific goals.

The concept master plan revolved around four main themes which served as the underlying basis for every decision about the trail:

Multipurpose and Transportation Trail;  
Linkage Networks;  
Linear Park/Open Space; and  
Conservation Corridor.

- *Multipurpose and Transportation Trail:* The trail was designed to accommodate nonmotorized uses on separate paths along the same corridor alignment. Accommodating pedestrians, bicyclists, disabled persons, and equestrians was accomplished by building a 12-foot-wide paved bicycle and pedestrian path alongside a 6-foot-wide wandering soft-surfaced path for horses. Major and minor trail heads provide easy access for all variety of users. Additionally, parking, horse trailering areas, water, and restrooms provide needed services and minimize problems for adjoining property owners.
- *Linkage Networks:* The trail serves as a major arterial with future links planned to provide access to communities, schools, shopping, and other activity centers. The county had already outlined a major bicycle route system map which utilized existing public roadways. The trail will be linked with the routes to encourage its use for transportation by bicycle and walking. Future land developments will have an opportunity to have minor access trailheads. Loop systems on and off the trail are being considered.
- *Linear Park/Open Space:* The trail provides a ribbon of green park and open space along its length. It brings the park experience to areas of the county which are otherwise not served. Waysides at points of interest allow users to stop, rest, enjoy the view, and read the informational displays. Exercise areas, parcours, are provided in some locations. The many stream crossings allow opportunities for water activities including swimming, fishing, and water interpretation. Some larger tracts along the trail are planned for major park developments that will also be accessed by the trail.
- *Conservation Corridor:* The undulating topography with rich diversity of flora and fauna along the trail provides many excellent opportunities for interpretive centers, points of interest, and view appreciation. Several wetland locations, stream crossings, and sensitive plant and forest stands require special handling to avoid disruption of the area and provide the desired trail experience. Care is being exercised to protect the natural and historic aspects of the area in cooperation with consultant expert organizations which are familiar with the needs of the respective resources. To encourage greater appreciation of adjoining industrial users, the county plans interpretive points of interest to help educate trail users.

Special accommodations were planned for emergency and service access, signage, users with disabilities, safety, security, and privacy. To monitor the volume of users, car traffic counters are installed at the trailhead parking lots, and electric eye counters are placed along the trail.

The County Public Works Department has made many of the improvements to the corridor. Some of the specialized installations were contracted to private firms with supervision by the Department and the Parks staff. Working in this manner the first phase of 6.2 miles was substantially completed in about 6 months. The quick completion, together with the increasingly popular use of the trail, has helped to maintain the momentum for development of the remaining sections.

### **III. Operating the Trail**

The trail is under the control and direction of the County Parks staff. Rules for trail conduct were created with the assistance of the Trail Advisory Committee. The Parks Division has commissioned park rangers to be the primary source of enforcement and protective services. The county sheriff's office handles enforcement in the unincorporated areas and as the trail enters cities, the local enforcement officials operate within their jurisdictions. Maintenance elements, such as mowing and brushing, culvert cleaning, and minor construction items, are also handled by County Parks maintenance crews.

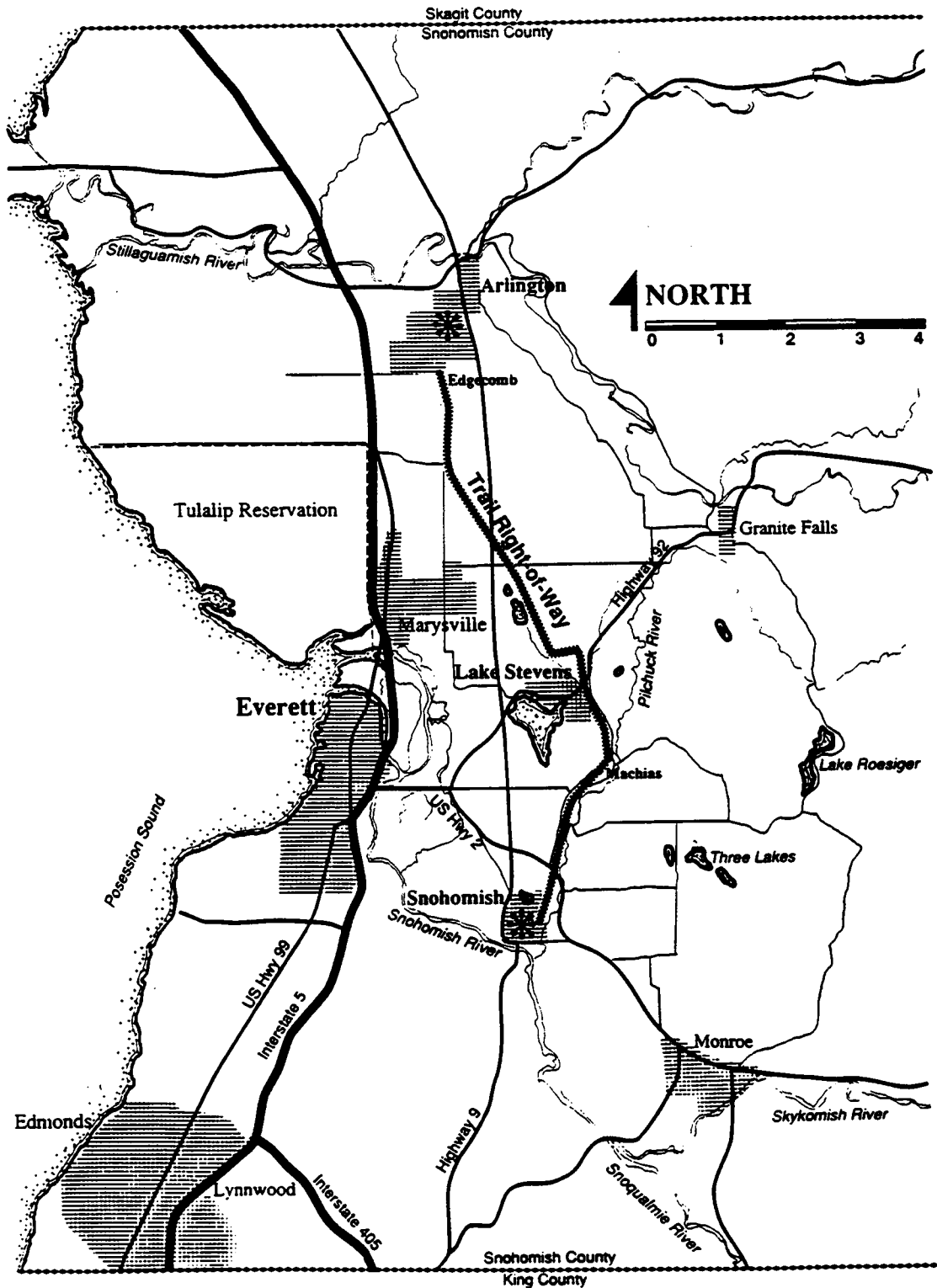
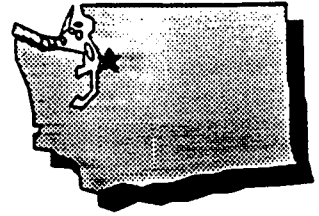
The Snohomish-Arlington Trail Coalition continues to work actively alongside County Parks. The shared citizen activism goal has served as a primary catalyst to move public entities into action. There are efforts to create an adopt-a-trail program with a local civic organization accepting responsibility for certain trail maintenance activities. A number of major donations—including entrance signage in three locations, 400 conifer and deciduous trees, and three mountain bikes for ranger patrols—have already been received.

Since the Centennial Trail is still in its infancy as a developed project, any impact on the local economies is not yet apparent. Even while Snohomish County is the second fastest growing county in the United States, rapid changes have been felt in the county's timber-based economy, and viable opportunities to create new jobs are welcome. The trail has generated some inquiries mostly from adjacent property owners who are interested in operating food and beverage concessions. Some individuals are discussing the prospects of bed and breakfast establishments.

Since November 1991, just 7 months after opening, 250,000 users have already been on the trail. It is this heavy use on the trail that is expected to create an increased demand for tourist services in the cities and communities along the trail. Undoubtedly, the Centennial Trail will bring new dollars to the area, provide opportunities for enterprising individuals, and generate a greater interest in bicycle and pedestrian trails from all who experience it.



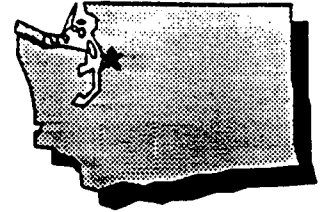
## THE SNOHOMISH - ARLINGTON CENTENNIAL TRAIL



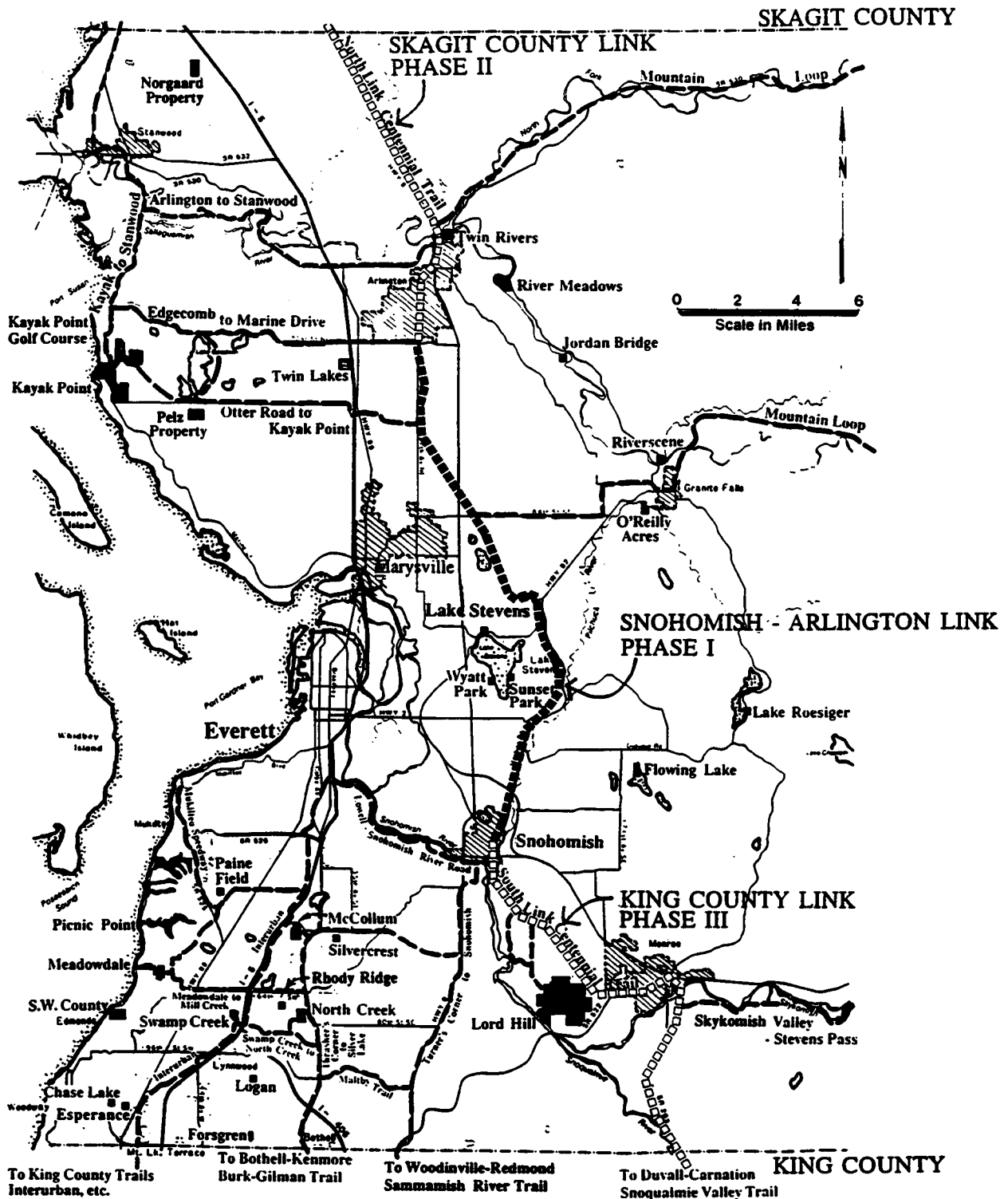
Snohomish-Arlington Trail right-of-way and vicinity.



## THE SNOHOMISH - ARLINGTON CENTENNIAL TRAIL



Snohomish County Parks and Future Trails



**Case Study B:**  
**Rock Island Trail**  
**Illinois**

**Background:**

Location:	Illinois between Alta and Toulon Northern 1/3 of State, near Peoria
Trail Specifics:	26 miles in length crushed stone surface abandoned right-of-way of Chicago, Rock Island & Pacific Railroad Company for nonmotorized use; no horses
Unique Features:	prairie grasses and wildflowers arched culvert and carved limestone wing walls circa 1910 steel trestle bridge 1871 rail station (rehabilitated)
Jurisdictions:	Peoria and Stark Counties Toulon, Wyoming, Princeville, Dunlap, Alta Towns/Cities

**I. Initiation Phase**

*A bristling group of rural landowners gave the Rock Island Trail State Park advisory committee a sizzling start of its tour yesterday of the 28.6-mile trail from Alta to Toulon.*

*Most of the angry contingent of about 45 that intercepted the start of the tour in Alta ... were hostile to the existence of the trail, some vehemently so, and nearly all had a grievance concerning it.*

*[According to one Wyoming, Illinois citizen], "What we should do is organize a goddamn shotgun brigade and keep them [bicyclists and hikers] out of there. The state should find a place to bury a few of them."*

*The Journal Star, Peoria, Illinois, Sunday, August 6, 1972*

So began the fight for the Rock Island Trail, a trail that might well be one of the most controversial rail-trail conversions of all time. The 15-year battle was fought between local landowners, trail enthusiasts, and the Illinois Department of Conservation (IDOC). The weapons included words, politics, money, threats, legislation, and arson.

When William Rutherford, board member of the Forest Park Foundation, read his November 1, 1963, newspaper, he saw a Notice of Abandonment for the Chicago, Rock Island & Pacific Railroad in northwestern Illinois. The Forest Park Foundation had been established in 1938 to focus primarily on medical projects in the areas of geriatrics, rehabilitation, and cardiac research, but it was beginning to refocus into the environmental field. Preservation of the abandoned right-of-way's natural habitat was an attractive opportunity.

Rutherford met with railroad officials who tried to dissuade him from the idea of purchasing the corridor for a park. Adjacent landowners had expressed interest in the land, and the railroad intended to sell the corridor to them. During their meeting, railroad officials disclosed that title work on the corridor property had not yet been done. Rutherford offered to take the property and have the title work done himself, thus saving the railroad the money. In June 1965, Rutherford's offer was accepted, and with the exception of a section already sold to the town of Wyoming, the railroad company gave the property to the Forest Park Foundation.

What Rutherford did not know was that the railroad had already sold the line's salvageable materials: ties, rails, bridges, and culverts, which were soon removed by the company with whom the railroad had made a sale. The largest bridge along the corridor, spanning the Spoon River, had been sold to a private individual who planned for its removal. Rutherford learned of the plans to remove the bridge just in time, made an acceptable offer to the owner, and the Spoon River bridge was saved.

Drainage became a problem on the adjacent farm fields after the culverts were removed. To address the problem, Rutherford worked with a local union to establish a training course for youth involved with the Illinois Youth Commission. The youths learned valuable work skills, the property owners got drainage problems corrected and fences fixed, and the trail was kept in good repair.

The Forest Park Foundation tried to donate the corridor to the State, but the State refused to accept it.

## **II. Development Phase**

### **A. Land Ownership/Corridor Acquisition**

In 1969, William Rutherford, head of the Forest Park Foundation, was appointed Director of the Illinois Department of Conservation (IDOC). In his new capacity as IDOC Director, he accepted the Forest Park Foundation's donation of 427 acres of land, including 26.5 miles of rail

corridor. The intent was to develop an Illinois State Trail similar to the Elroy-Sparta Trail in neighboring Wisconsin. A completion date of 1977 was set.

The State was given a clear title to the corridor, minus sections in the small towns of Toulon, Princeville, and Wyoming. There were no reversionary clauses, nor was the line railbanked.

Even with the land in public ownership, development of the trail was not to happen quickly. Heated controversy halted all development on the property for more than a decade.

### ***B. Generating Public and Private Support***

Many individuals and groups played roles in the history and creation of the Rock Island Trail. Even though the Trail was largely undeveloped and unmaintained, it was a popular hiking route.

At the same time, trail opposition was growing among adjacent landowners, primarily farmers. Battle lines were clearly drawn on both sides of the controversy—"Yes, we want this trail!" and "No, not in my backyard!"

A trail advisory committee was appointed by Governor Walker in 1972 to work on resolving the grievances of landowners along the corridor. The committee was made up of adjacent landowners, trail advocates, and the IDOC. While the full recordings of the committee are not available in public or private files, newspapers recount that public meetings called by the committee were so emotionally charged that they often degenerated into shouting matches.

In 1973, the Illinois General Assembly designated the corridor as a State park. Signs were erected and a 6-foot-wide path was mowed along most stretches of the trail. Encroachment by adjacent landowners became a problem. Sections of the trail had been bulldozed under and fenced off. Cattle were being allowed to graze on the former rail bed. Two farmers plowed their fields within the right-of-way, leaving only the 6-foot-wide mowed strip. Trees were felled, native plants were mowed, and crops were planted on the right-of-way. Trash, animal carcasses, and refuse were being dumped wherever access was easy.

Under pressure from the Sierra Club, one of the early proponents for the Trail, IDOC took action in 1974 against seven of the property owners who were using the trail for grazing, dumping, and as a source of firewood.

In June of 1975, the Department of Conservation announced plans to develop a 12-mile segment of the trail. The plans included two parking lots, installation of all culverts, a shelter and pit toilets, crushed limestone paving on the first 9 miles of trail and the redecking of two bridges. Nearly \$300,000 was appropriated by the State General Assembly for the first phase of trail construction, but with this legislative action came organized opposition.

The Rock Island Trail Property Owners Association, with 70 of the 120 adjacent landowners as members, was established to defeat the trail project. The Association persuaded State Senator Prescott Bloom, chair of the Appropriations Committee, to introduce an amendment to cut funds for the trail. The new legislation passed and funding for the trail was eliminated.

A flurry of outrage poured forth from citizens and organizations who supported the Trail. Letters and petitions were sent to Governor Walker. Upon close examination of the legislation, the Department of Conservation determined the wording of the bill did not specifically prohibit work on the trail, only that appropriated funds would be rescinded. The Department shifted funds to the project from other budget lines, and construction began again in September 1975.

The Property Owners Association sought an injunction to stop the resumed building. Although the case, and the ensuing appeal, were later dismissed in court, the injunction did delay the project long enough for another round in the legislature. This time the Association succeeded in convincing legislators to back a resolution to halt work, as well as funding, on the trail.

On December 3, 1975, the Rock Island Trail, which had been in use by the public since 1965, was officially closed. Some sections of the trail were completed in this phase but were not available to use while other sections sat half finished.

The trail had wide public support and the media provided numerous favorable reviews through editorials, news items, and letters to the editor. On February 21, 1976, the *Chicago Tribune* editorial page carried this challenge,

*"For a state that is fifth in population and 47th in public recreation acreage, it doesn't seem to be asking too much for completion of a 29-mile trail that is already half built."*

With the cessation of work on the trail, supporters, led by several local organizations, including the Sierra Club, became concerned. A plan was conceived to continue the development of the trail with private funds. As a part of the plan, a nonprofit group, The Friends of the Rock Island Trail (FORIT), was organized with representatives appointed from various conservation, recreational, and governmental bodies. The goals for the group were to raise funds and organize volunteers to complete the development of the Rock Island Trail.

Over the next 3 years, a variety of legislative initiatives dealing with the trail were introduced in the halls of State Government. In 1977, legislation was proposed to sell the Rock Island State Park to adjacent property owners. The sponsor, an adjacent land owner and member of the Property Owners Association, was challenged with a question of conflict of interest. The sponsorship was withdrawn, the bill quickly lost momentum and was defeated.

Another bill to sell Rock Island State Park was introduced in 1979 by the Representative from Normal, a district located 100 miles from the trail. A trail supporter Representative from Peoria, the home district of the trail, quickly amended the bill to mandate the sale of three State parks in the first Representative's district! According to the Peoria Legislator, "If it is fair for

the Representative from Normal to sell a State park in my district, it is fair that I can sell the State parks in his district!" This bill and the amendment were both defeated.

A land swap was proposed in 1981 by the Property Owners Association. The Association submitted a bid on a rail corridor between nearby Chillicothe and Henry, which the organization intended to swap for the Rock Island Trail. However, three area industries, dependent on rail service on the corridor, opposed the idea. At a meeting between the businesses and the Property Owners Association, a board member for the Association said, "...although the Association cannot operate the railroad since we are a nonprofit organization, it is a matter of principle....," and they would not withdraw their bid. The idea was eventually abandoned.

Prospects for the sale and distribution of the land to adjacent property owners lost legislative support. Attempts to halt the trail were now focused on the obstruction of funding for the construction and development of the trail.

### **C. Funding**

*"...Money for development of the Rock Island Trail yesterday was slashed from the Conservation Department's \$88.1 million budget bill. The \$150,000 was removed in an amendment that cut \$4.1 million from the bill in a Senate Appropriations Committee...."*

*Journal Star, Peoria, Illinois, Friday, June 22, 1979*

This \$150,000 budget line item for construction was the first trail expenditure offered by IDOC since money was cut off in the bitter 1975 controversy. This budget slashing move was led by the chair of the Appropriations Committee, the same Senator Prescott Bloom who under the lobbying of the Property Owners Association introduced the 1975 legislation that deleted funds for the trail.

When funding was cut, the Sierra Club offered volunteer labor and donations to improve the trail. On August 14, 1979, IDOC Director David Kenney wrote to the Sierra Club and approved the contributions of equipment, materials, and labor to be used for development of the Rock Island Trail "...so long as the work is done to our specifications."

In addition, the Sierra Club received permission from Director Kenney to hold a hike on the trail to raise funds for trail improvements. The fundraising event was set for October 28, 1979. Advertising for the hike had already started when the Department of Conservation withdrew permission, stating that "...permission was granted to allow a few potential donors on the trail, not to open the trail to the public."

The October hike became a "silent protest" attended by 200 people. Funds raised were directed to help firmly establish the Friends of the Rock Island Trail, Inc., the nonprofit group started out of concern in the 1975 funding controversy. The originally defined objectives of the

Friends, to raise funds and organize volunteers for the purpose of developing the trail, were still applicable and the need for strong, well-organized citizen involvement was even more evident.

Volunteer crews were in the midst of clearing brush and preparing for work on two bridges along a 5-mile section from Dunlap to Alta when, in July 1980, Governor James Thompson issued an order to stop all volunteer work on the trail. According to Thompson, his decision was based on an analysis of "legislative intent." Although the analysis showed "...no clear prohibition against the use of private resources, the use of volunteers raises legal issues concerning State responsibilities and liabilities, implications of which are not clearly or completely understood."

Again in 1981, opponents tried to block the Trail with a legislative initiative before the Illinois General Assembly. This time the proposal was to lease the trail lands to adjacent property owners for \$1 per acre. The bill was defeated.

The Governor then requested \$232,000 to develop the trail. A General Assembly subcommittee reduced the request to \$1, but turning what seemed on the surface to be a mocking defeat into an opportunity to go forward, Governor Thompson interpreted the \$1 appropriation as approval by the General Assembly to continue work on the trail—albeit at a low level of public expenditure. The ban on volunteer work was lifted in August 1981, and trail development moved ahead at high speed.

Dunlap area Boy Scouts joined the Friends to clear brush and erect signs and bollards at road crossings to keep motor vehicles from coming onto the trail. The roadbed was graded and a parking lot was installed near Dunlap. Over 1,000 volunteer work-hours were logged and over \$8,000 worth of materials were donated or purchased with funds raised through activities such as bake sales, t-shirt sales, dinners, and mail solicitations. Two area businesses contributed \$1,000 in nursery stock, equipment, and labor. As a result, a 5-mile section between Dunlap and Princeville was opened to the public.

In the spring of 1982, a 3-mile section from Alta to the Kickapoo Creek was cleared and prepared by volunteers. The Friends paid for trucking costs of donated fill and for grading of the roadbed. The Friends had also initiated a prairie reseeding project with the goal of upgrading the native prairie vegetation along the trail. Nearly \$4,000 in volunteer labor and contributed funds were expended on the trail.

In October 1982, the Legislative Audit Commission launched an investigation into "...the financing of improvements at the Rock Island Trail State Park, including the use of State funds, resources, personnel, and equipment in excess of amounts appropriated or otherwise authorized by law." The Property Owners Association had stepped forward to challenge the progress of the trail. Their contention was that the State had spent more than the \$1 the General Assembly had appropriated to develop the park.

A major effort was initiated in the spring of 1983 on a 4-mile section from Wyoming to Toulon. As in previous years, volunteers from areas surrounding the trail joined in the efforts. In addition to the usual clearing, grading, and erection of signs and posts, major bridge construction needed to be completed. The 375-foot railroad bridge over the Spoon River needed considerable improvement. Rotting ties were shored up and the entire bridge was decked and equipped with handrails. Scores of volunteers spent thousands of hours completing the bridge. In addition to the Spoon River bridge, another small bridge was constructed almost from scratch. IDOC supplied lumber and other materials for the bridge, but the design and construction were completed by volunteers with State approval and supervision. The donated labor, equipment rental, grading, and materials from private sources were estimated at \$24,500 for completion of this section.

On August 27, the work and the Trail were celebrated by an official opening ceremony by Director David Kenney. Five days later, fire destroyed the wood decking that covered the 22-foot center section of the Spoon River bridge. Arson was determined as the cause.

IDOC's immediate repair of the bridge sent the clear message that this type of tactic would not work.

In the 1983 legislative session, Senator Bloom made yet another attempt to kill the Rock Island Trail. An amendment was added onto a funding bill for the Department of Conservation which would prohibit the Department from spending any money on the Rock Island Trail unless volunteer work was halted. The result: from July 1983 to June 1984 volunteer work was once again stopped. This time the volunteer work crews included the Boy Scouts and Sierra Club, students from Bradley University, and the Caterpillar Tractor apprentice section.

For the next 2 years, skirmishes continued in the legislative arena with appropriation bills. Volunteers contacted their legislators and pushed for funding and permission to continue work. Work was on-again-off-again, but persistence remained on both sides.

In January 1986, the trail's strongest opponent in the State legislature died, and his replacement in the General Assembly did not hold the same power as the Appropriations Committee chairman to hold the IDOC budget hostage nor did he hold the same opposition to trail development. The legislative scene was beginning to change.

With the loss of influence in the General Assembly, anti-trail groups set to work on the county level. On March 4, Stark County passed a resolution in favor of selling the Rock Island Trail State Park to adjacent landowners. On the same day in Peoria County, the Land Use/Transportation Committee attempted to bring up a previously tabled resolution that opposed the development of the trail. Approximately 20 trail supporters in attendance at the meeting immediately moved to table the issue before discussion or action could be made on either side.

Governor Thompson appointed Michael Witte as the new Director of IDOC, believing that he could resolve the enduring battle over the trail. As the new IDOC Director, Witte took a

strong stand, making it clear that the trail would never be sold off to adjacent land owners. He stressed the need for a speedy resolution of the concerns held by local landowners. After a private meeting with property owners, negotiations were begun on conditions to develop the trail. An agreement was finally reached on June 27, 1986 among the Illinois Department of Conservation, Friends of Rock Island Trail, and Rock Island Trail Property Owners Association (see attachment).

The next day, on June 28, 1986, the General Assembly sent a \$1.69 million appropriation to the governor for the Rock Island Trail. Governor Thompson approved \$190,000 in operating funds for the trail but reduced the \$1.5 million for completion and maintenance of the trail to \$.5 million. The following year Governor Thompson signed a \$1.2 million budget for the trail.

#### ***D. Developing the Trail—Planning and Design***

With the designation of the corridor as an Illinois State Park by the General Assembly in 1973, the State Department of Conservation assumed the lead responsibility for the design and development of the trail.

The myriad of battles that constitute this trail's history culminated in 1986 when a Memorandum of Understanding (MOU) between the Illinois Department of Conservation, the Rock Island Trail Property Owners' Association, and the Friends of the Rock Island Trail was signed. This document, "...will guide development and use of the Trail while protecting, to the maximum extent possible, the property rights of adjacent land owners." Appropriate public uses were identified and IDOC was named as the bearer of all costs associated with trail improvement and associated facility development. The MOU goes on to spell out that, "IDOC will operate and maintain the entire Trail in accordance with the intended uses."

However, the MOU also established the Rock Island Trail Advisory Committee with membership drawn from the Property Owners Association, the Friends of Rock Island, elected officials from townships in which the trail was located, and an employee of IDOC. This Advisory Committee was charged with reviewing annual work plans for the trail as proposed by IDOC, including a review of staffing, budgeting, and capital development/maintenance requests. The committee was further charged with serving "...as a conflict resolution mechanism..." with "...the power to establish their own rules, methods and procedures."

### **III. Operating the Trail**

On February 23, 1989, 120 years after construction began on the Rock Island Railroad in 1868, ground-breaking ceremonies took place in Alta for the final phase of trail development. The trail was completed in the fall of 1989 and celebrated with an opening ceremony on May 12, 1990. Secretary of State James Edgar (later Governor), featured guest at the event, accepted a restored railroad depot, an appropriate and unusual donation, from the Friends of the Rock Island Trail for the State of Illinois.

The Friends of Rock Island Trail had purchased the old CB&Q Railroad Depot in 1986 along with .19 acres of land and a parking area. During periods when volunteer labor and contributions to the trail had been restricted, the volunteer group restored the depot. Specific historic items were secured to add to the authenticity of the structure—a 1925 cast iron stove, a railroad “speeder car,” and a baggage car. Windows and doors were repaired or replaced and a new roof was installed. The depot was listed on the National Register of Historic Places on April 30, 1987, and on the opening day of the long-fought-for trail, it was donated to the State of Illinois to be used by the IDOC as the headquarters for the Rock Island Trail.

**ROCK ISLAND TRAIL**

**Memorandum of Understanding**

The Department of Conservation is committed to the development of the Rock Island Trail for its intended use as a corridor for public recreation. The purpose of this Memorandum of Understanding is to set forth certain agreements between the Department, the Rock Island Trail Property Owners' Association, and the Friends of the Rock Island Trail. The MOU will guide development and use of the Trail while protecting, to the maximum extent possible, the property rights of adjacent land owners. Acceptance of this MOU, as evidenced by appropriate signatures, commits said parties to the general and specific planning, operational and maintenance provisions of this agreement, subject to appropriations by the General Assembly.

**Appropriate Public Uses**

Public uses proposed for the Trail will include hiking and bicycling. Tent camping and picnicking will be limited to an area known as the Meyer Tract, with facilities limited to water (hand operated pump), vault toilets, cooking grills, litter receptacles and picnic tables. Camper groups and individuals interested in using this controlled area must secure a DOC tent camping permit, through the site manager's office, prior to use. Vehicular access will be limited to tent camp and picnic parking in a designated parking area. Cross-country skiing will be allowed when appropriate snow cover exists. Equestrian trail use will be prohibited year-round.

Vehicular trail use by motorcycles, ATV's, ATC's and other forms of motorized transportation will be prohibited year-round. The only exceptions to this policy will be IDOC law enforcement and maintenance vehicles necessary for proper trail management. Snowmobiling may be allowed in designated areas when appropriate snow cover exists. Segments for snowmobiling will be gated and time controlled.

The potential user conflict between snowmobilers and cross-country skiers will be resolved by space and time zoning or a combination thereof. Specific concerns relating to trail uses will be addressed by the Rock Island Trail Advisory Committee. This Committee's functions are described elsewhere in the MOU.

Public use on the trail will occur only between sunrise and sunset and these hours will be enforced by site management and law enforcement personnel.

#### Proposed Capital Development

IDOC will bear all costs associated with trail improvement and associated facility development. The following initial trail development program is proposed to provide a safe trail:

- 1) A land survey will be conducted to determine correct trail right-of-way dimensions and area of jurisdiction, where needed.
- 2) At DOC discretion the trail will be fenced to discourage trespass onto adjacent properties and encourage non-disruptive trail use. Furthermore, DOC will install fencing at the request of any landowner for segments of the Trail adjacent to their property. The standard fence is a 39" hog nose fence with two strands of barbed wire; other types of fencing may be installed as needed.
- 3) Kickapoo Creek Bridge, Dunlap Bridge, Mud Run Bridge, Peats Run Bridge, Camp Run Bridge and the Waterway Span at mile marker 13.2 will be replaced. Bridge access will be designed so that only non-vehicular traffic can be readily accommodated. However, bridge access will allow emergency and maintenance vehicular use. Bridge width will be limited to 8' except at Kickapoo Creek and the Waterway Span at mile marker 13.2 where the bridges will be 10'.
- 4) Culverts judged to be unsound will be repaired, replaced or eliminated to ensure proper drainage. Ditches and drainageways will also be improved to ensure proper drainage. Identified problem areas will be given priority attention.

- 5) Signage encouraging proper trail use and respect for private property will be installed at all trail access points and along the route.
- 6) Appropriate tree pruning and removal will be conducted to minimize obvious safety hazards and interference with agricultural operations. Further, landowners, on a voluntary basis, may enter into long-term wildlife habitat management agreements with DOC to provide buffer zones between the Trail right-of-way and existing crop production. Under these agreements, DOC will pay the landowner a negotiated annual fee per acre and the landowner will manage the buffer zones as wildlife habitats under DOC direction.
- 7) Vehicular barriers will be installed at all public access points.
- 8) The entire trail length will be surfaced with crushed limestone screening to allow for efficient trail maintenance and safe, designated public uses.
- 9) Camping area development as discussed above.
- 10) Sanitary facilities will be provided at the Alta and Toulon access areas. Also, benches and trash receptacles will be placed at appropriate intervals along the trail.
- 11) A service and maintenance area will be constructed on the Meyer Tract.

No segment of the Trail not already open to public use will be opened by DOC until those segments have been developed.

Development of the trail will begin at the Alta Access Area in distinct and manageable segments. Each segment will address and resolve, as necessary, all ditching, signing, drainage, maintenance and development requirements prior to the segment being open for public use. Permanent improvements will be designed to accommodate handicapped use of the trail.

Construction will begin during FY87, subject to General Assembly funding.

### Operation and Maintenance

IDOC will operate and maintain the entire Trail in accordance with the intended uses. IDOC will strive to maintain a harmonious relationship with adjacent landowners and trail users. To this end, a minimum of two full-time site management personnel will be assigned to properly maintain the Trail environment. The Conservation Police Officer (CPO) assigned to Peoria County will be assigned to regular patrol and law enforcement duties on the south or Peoria County portion of the Trail. At least one additional CPO will be assigned to Stark County to provide, as part of assigned duties, regular patrol and law enforcement functions on the north or Stark County portion of the Trail.

In order to achieve intended site management and law enforcement presence, equipment will be purchased and dedicated specifically for use on the Rock Island Trail.

Annual operational budgets will be prepared by IDOC in association with an annual Plan of Work. Both the annual operational budget and Plan of Work will be subject to Advisory Committee review. Appropriate input from the Advisory Committee will be sought during budget and work plan formulation.

The land survey described in the Capital Development section will identify and record utility easements. In addition, sufficient agricultural activity easements will be negotiated and granted to allow efficient annual agricultural operations of adjacent landowners at no cost. All known easements shall be recorded and be transferrable with the title of the land. The Department will assume responsibility for trail surface maintenance at these easement points.

It is the Department's intent to minimize the possibility of public intrusion upon private land. IDOC will initiate a trail user registration/waiver system to minimize the possibility of spurious and/or frivolous lawsuits to both IDOC and adjacent landowners.

Additional land acquisition is not envisioned. In the event that land acquisition is deemed necessary for designated public use, such acquisition will occur on a willing seller basis.

The annual operating plan for the Trail will address maintenance requirements for those areas improved for drainage purposes and agricultural easements. Further, the Department will fully cooperate with landowners on site operational issues requiring close coordination to ensure safe public use and efficient farming operations.

#### Rock Island Trail Advisory Committee

The Rock Island Trail Advisory Committee will be established to review annual plans of work proposed by IDOC. Annual review will also include staffing, budget and capital development/maintenance requests for the year proposed. In addition, the committee will serve as a conflict resolution mechanism.

The Committee is a voluntary advisory body serving without compensation and accountable only to, and having direct access to, the Director of IDOC.

The Committee shall be composed of 11 members each holding one vote. Membership will be drawn as follows:

- 1) Four representatives from the Rock Island Trail Property Owners Association, appointed by the Association;
- 2) Four representatives from the Friends of Rock Island Trail, appointed by the Friends; at least two of whom shall be residents of the townships in which the trail is located;
- 3) Two local elected officials, residing within the townships in which the trail is located; one each appointed by the Rock Island Trail property Owners Association and the Friends of the Rock Island Trail, and;
- 4) An employee of the Department appointed by the Director.

The committee shall have the power to establish their own rules, methods and procedures.

SUBJECT TO ADDENDUM DATED JUNE 27, 1986 <sup>MAW</sup> D.E.B. JMB

Agreed

Bill C. Bauman 6-27-86  
Chair Date  
Rock Island Trail Property  
Owners Association

Agreed

George M. Bruner  
Chair Date  
Friends of Rock  
Island Trail 6/27/86

Agreed

Richard B. Witt 6-27-86  
Director Date  
Illinois Department of Conservation

APPROVED:

James R. Thompson 6-27-86  
James R. Thompson Date  
Governor

ADDENDUM JUNE 27, 1986

We accept the MOU as printed along with the following four amendments:

1. The entire length of trail is to be pruned + maintained of brush overhanging adjacent property before any work is started on developing any segment of the trail.

2. Control noxious weeds on the trail.

3. When yearly appropriations for the trail are requested, the entire budget for development + operation of the trail shall be disclosed to the legislature and published locally as a matter of information.

4. A Conservation Police officer be hired for Stark County immediately, subject to availability of funds. W.E.B. *JMB*

Accepted *Theresa B.* with  
#27/86

*Dave E. Bauman*

*George M. Bauman*

Chairman, Friends of the

Rock Island Trail, Inc.

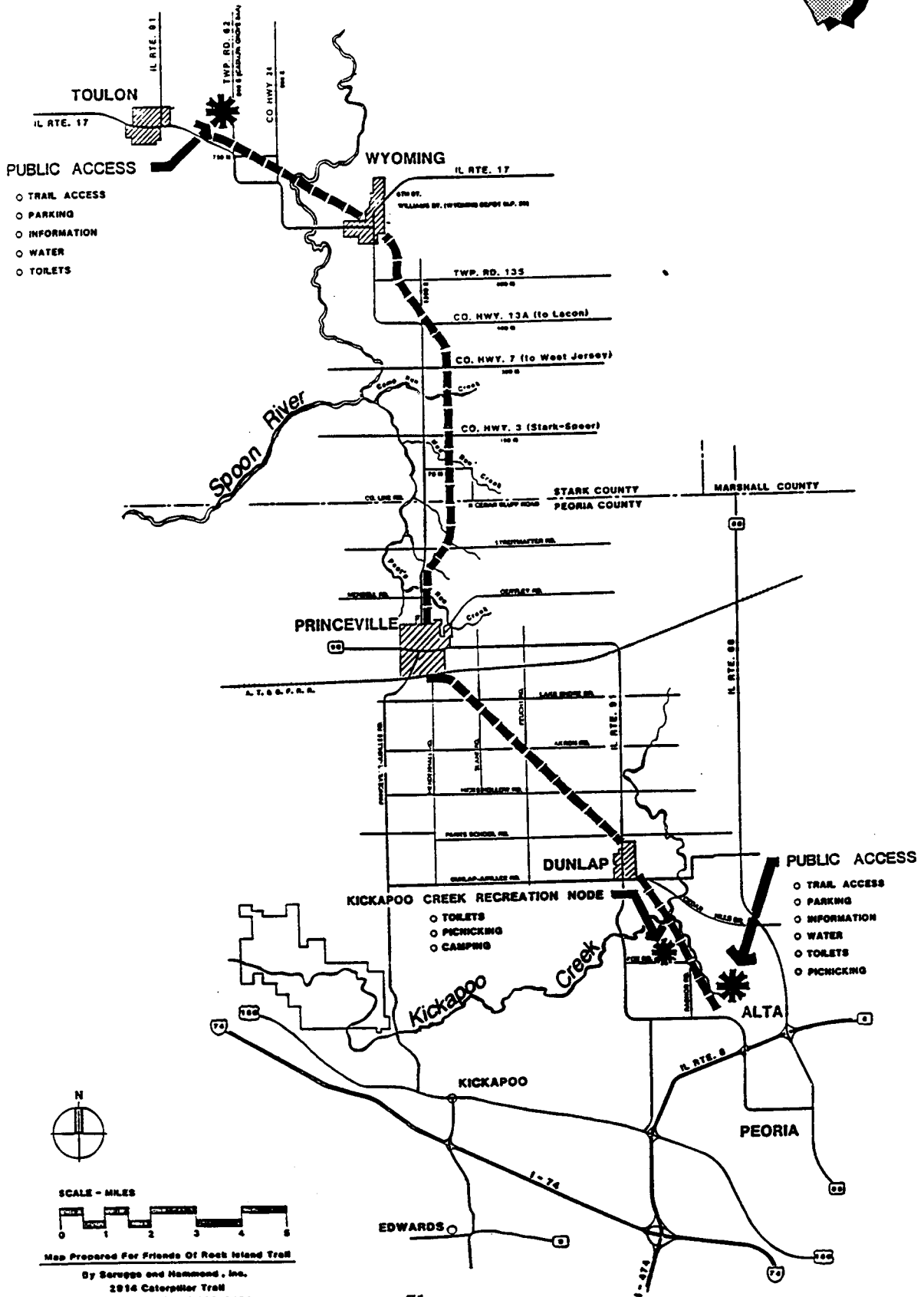
ADD TO ITEM #4 = THIS POSITION IS THE HIGHEST STAFFING PRIORITY FOR THE ROCK ISLAND TRAIL.

*JMB*  
6/27/86

(Requested by RITPOS; agreed to by BF  
6/27/86 10:00 AM)



# ROCK ISLAND STATE TRAIL



**Case Study C:**  
**Pinellas Trail**  
**Florida**

**Background:**

Location:	Florida between St. Petersburg and Tarpon Springs West coast of central Florida
Trail Specifics:	23 miles open from Seminole to Tarpon Springs 1 mile in downtown Clearwater under study 11 miles in St. Petersburg (to be completed March 1993) 12-mile northeast extension (to be completed 1994-1995) asphalt surface with 10 feet for bicycle use and 5 feet for walkers, often separated by grass median abandoned CSX Rail corridor (formerly the Seaboard Coastline Western Rail Line) for nonmotorized use, except horses
Unique Features:	suburban trail through variety of communities within 1 mile of coastline overpasses for major highways
Jurisdictions:	Pinellas County 8 incorporated cities Florida State Department of Transportation

**I. Initiation Phase**

In 1985, the Bicycle Advisory Committee (BAC) of the Pinellas County Metropolitan Planning Organization (PCMPO) proposed to the PCMPO Board the idea that a local, abandoned railroad corridor could be converted to a bicycle path. The corridor was State-owned and ran for 35 miles through the heart of Pinellas County, including the cities of St. Petersburg, Dunedin, and Clearwater. The PCMPO Board rejected the BAC proposal for three reasons: 1) It might interfere with future transit use along the corridor; 2) The 90 grade-crossings of city streets presented safety concerns; and 3) Low usage was anticipated. Despite this initial setback, the

BAC continued its pursuit for a bicycle path on the rail corridor, powerline easements, and county-owned drainage canals.

The 24-member citizen Bicycle Advisory Committee had been formed in 1983 to provide input from bicycle users to the PCMPO on matters of bicycle safety, transportation, and recreation. Among other activities, the BAC monitored annual bicycle accident reports. A review of 5 years of statistics revealed that Pinellas County's per capita fatality and injury rates were in the top five in Florida, and the State, in turn, had the second highest rates in the nation.

Alarmed by the County's persistent poor safety record, and bolstered by a second staff-prepared report, the BAC again proposed the trail in May 1988. This time the PCMPO Board was more receptive to the rail-trail conversion concept, but it challenged the BAC to "show that the community is willing to pay for and support a trail project." Only then would the Board support the project and seek funding for its development. This challenge marked the beginning of a short but intense effort to successfully generate community support for the Pinellas Trail.

Between September 1988 and November 1988, a few members of the BAC and various County staff members, including the Director of the Public Information Office and the Planning Department staff member who was charged with coordination of the local bicycle/pedestrian planning program, met to develop a plan to promote the trail. Two decisions were central to the early progress and success of the plan:

- 1) A nonprofit organization would be formed to spearhead further activities; and
- 2) A public relations consultant would be brought in to manage the promotional campaign.

In October, even before the nonprofit group was formally established, boosters of the Pinellas Trail retained a consultant to coordinate the publicity campaign and initiate a fund-raising program. This allowed start-up activities to be implemented with speed and professional quality. Within a few months a formal contract with the consultant was signed.

A month later, in November 1988, Pinellas Trails, Inc. (PTI) was formed as a nonprofit, non-governmental support group to advocate for and promote the Pinellas Trail concept. Initial financial support was generated through membership dues and donations from businesses and individuals.

## **II. Development Phase**

### **A. Land Ownership/Corridor Acquisition**

The Pinellas Trail is located on 35 miles of abandoned CSX Railroad right-of-way in Pinellas County, between St. Petersburg at the south end and Tarpon Springs at the north end. Most of the right-of-way is within a mile of the coastal waters of the Gulf of Mexico.

In the early '80s, the Pinellas County Metropolitan Planning Organization (PCMPO) and County Commission identified the rail corridor as a potential mass transit route, and corridor acquisition became a priority of the Pinellas County legislative delegation. In 1982, the CSX predecessor, Seaboard Coastline Western Rail Line, which connected St. Petersburg and Clearwater (approximately 15 miles) was abandoned. The 8-mile rail line from Dunedin to Tarpon Springs continued daily line-haul and passenger service until 1986.

With the cooperation of the Florida Department of Transportation (FDOT) and the PCMPO, the County legislative delegation worked to pass a special State funding bill to purchase the abandoned rail line. At a total cost of \$19 million, FDOT purchased the right-of-way in phases between 1983 and 1985, preserving the PCMPO's interest in transit. Right-of-way acquisition occurred during the actual abandonment process, therefore the corridor was not officially "railbanked" under ICC rules. To protect the corridor from private purchase, FDOT designated it for future transportation use. The rails, crossing gates and other installations remained in place for several years after the FDOT purchase. Rail removal was completed in 1988.

Political opposition to the purchase was minimal in spite of the hundreds of homes, commercial properties, and other private holdings adjacent to the property. FDOT's limited maintenance of the corridor resulted in a number of problems with trash dumping, brush overgrowth, and security concerns. At the request of some municipal governments through which the abandoned line passed, FDOT erected barriers at entrances to the right-of-way at many of the 90+ street crossings. However, due to FDOT budget shortfalls actual maintenance along the corridor did not improve until it became the responsibility of the County in 1989 and trail construction began in 1990.

In August 1989, Pinellas County concluded a "lease agreement" with FDOT for use of the abandoned railroad right-of-way from St. Petersburg to Tarpon Springs as the Pinellas Trail. While terms of the 5-year, renewable lease required no County expenditures for corridor use, it assigned maintenance and security responsibilities to the County and established a design review process between the County, Florida Department of Transportation, and the Pinellas County Metropolitan Planning Organization.

## **B. Generating Public and Private Support**

Pinellas Trails, Inc.'s working goals established at their beginning remain the focus for the organization today:

1. Raise private funds through memberships and donations to promote the Pinellas Trail.
2. Educate and involve the public and municipal governments in a countywide effort to create the Pinellas Trail.
3. Publicize the Pinellas Trail by staging major events to demonstrate public support for the Pinellas Trail.
4. Raise money for purchase and sponsorship of Trail amenities.

After only a few months of publicity and public education, strong support for the concept of a Pinellas Trail became clearly evident. In February 1989, 500 people attended the Kick-off Jamboree to hear music, eat, participate in a "fun run," and learn more about the trail concept. Two hundred people joined as members of PTI, and by May membership had grown to more than 500 people.

The first year of PTI's operation was a collaborative endeavor by the 12-member volunteer Board of Directors, volunteers, the public relations consultant, and Pinellas County Planning Department. The Planning Department had designated a staff member to serve as the County's liaison to PTI. This staff member was able to access the resources of the various county agencies in the areas of engineering, environmental management, and public information. These resources were essential in producing a technical feasibility study and for coordinating the Trail proposal with the PCMPO Citizen Advisory Committee and other PCMPO task forces.

Several key strategies to broaden citizen and Government support were put into play in the first year:

1. **The scope of the project was broadened to be countywide.**

The May 1988 proposal to the PCMPO called for a 14-mile trail in the middle portion of the County but would not reach the municipalities at the extreme north and south ends. By expanding the Trail to cover all 35 miles of the abandoned corridor, the number of potential supporters also expanded.

**2. A larger vision of a linear park, or “greenway,” was created.**

The “greenway” vision included attractive landscaping, benches, shelters, and picnic areas spread along the central element, a 15-foot-wide, paved, multiuser path for recreation and nonmotorized transportation.

**3. Pinellas County Government was identified as a primary partner at the outset.**

Formal designation of a staff liaison to PTI within the Planning Department was a result of the early support from the County Administrator on down. A number of County departments and the PCMPO were all included in the early stages of planning. In addition, Pinellas County was identified as a likely funding source and Pinellas County Park Department as the likely operating agency.

**4. A comprehensive public relations program articulated the need for the Trail.**

This included a membership drive, special events, brochures, a speakers’ bureau, regular contact with County Administration and staff, and a high-quality newsletter. The board of PTI and other volunteers spread their story and information by:

- Speaking engagements to more than 75 clubs, schools, and service organizations.
- Special events which attracted nearly 10,000 people.
- Nine “Trailblazer” walking and riding tours on the abandoned corridor to show elected officials, community leaders, citizens, and adjacent property owners the potential of the Trail.
- More than 150 articles in daily and weekly newspapers.
- Production of a weekly 30-minute television show and public service spots.

By the first annual meeting in September 1989, Pinellas Trails, Inc. had nearly 1,500 paid memberships and \$102,400 in cash and pledges. And perhaps most significantly, PTI had achieved its first two advocacy goals: a lease agreement had been signed between the County and State DOT for use of the right-of-way; and a commitment of \$1.8 million had been budgeted in County Capital Improvement Funds to do preliminary engineering and Phase I trail construction. In just 1 year, citizens, through Pinellas Trails, Inc., succeeded in putting the Pinellas Trail high on the political agendas of both Pinellas County and the Florida Department of Transportation.

Maintaining citizen involvement and support once a project appears to be a “done deal” can present a unique set of challenges. To avert any sagging citizen support and maintain interest, 6 months before actual ground breaking was scheduled to take place on the Trail, the County developed a “preview site.” A 100-foot section of the Trail was created and included all the amenities. A ceremonial ribbon-cutting, complete with attending local elected officials, adjacent property owners, and nearly 500 Trail supporters, gave people an opportunity to see and

experience what was yet to come. This first short segment helped to maintain a high level of involvement in ongoing fund raising and trail work.

Early success, high quality work, and a cooperative spirit in working with Government quickly established Pinellas Trails, Inc. as a leading community organization. It remains active and strong; its relationship with County government has fostered a positive "partnership" approach in ongoing trail development and management.

### ***C. Funding***

The Florida Department of Transportation originally purchased the 35-mile corridor for approximately \$19 million in 1983. The "lease-agreement" between Pinellas County and the State DOT allowed for the right-of-way to be used for trail purposes at no direct cost to the County. Maintenance, security, and construction responsibilities belonged to Pinellas County.

Funds for construction and design on the Pinellas Trail came from three primary sources for a total outlay of approximately \$7.2 million.

1. Pinellas County Capital Improvement Program (FY 89-90)  
    \$1,500,000      Construction  
    \$ 350,000      Design and Engineering
2. One-cent local-option sales tax  
    \$5,200,000      Construction and additional engineering as needed over 3 years  
                            (1991-93).
3. Private Donations raised by Pinellas Trails, Inc.  
    \$ 150,000      Trail Amenities

#### ***1. Pinellas County Capital Improvement Program (FY 1989-90)***

In July 1989, the Pinellas County Commission adopted the FY 1989-1990 County Capital Improvement Program Budget which included \$1.5 million to build the first section of the Trail. An additional \$350,000 was designated for engineering and design work. This budget allocation was the result of 10 months of intense lobbying and demonstrations of public support. The victory served as a milestone for Trail enthusiasts, marking success in the lobby effort to convince County officials that the Trail merited expenditure of County tax dollars.

Along with the budget, the County formally adopted the name "Pinellas Trail" to identify the facility.

## **2. "A Penny for Pinellas" Local-Option Sales Tax**

In November 1989, Pinellas County voters narrowly approved—51 percent-49 percent—a 1-cent local-option sales tax for a County Capital Improvement Program. A citizen-driven long-range comprehensive planning process took place in 1987-88 and identified the projects to be included in the program. By early 1989 when PTI was demonstrating strong support for the Trail, the plan was in place and ready to go onto the ballot. The County Administrator, recognizing the support for the Trail and wanting to solicit help on the referendum for the Capital Improvement Campaign, amended the 10-year \$1.1 billion funding package to include \$5.27 million to complete the planned 35-mile Pinellas Trail.

Even though the spending plan had considerable citizen input and the support of municipal governments, many thought fiscally conservative Pinellas County would never pass a sales tax increase.

With funding to complete the Trail now included in the County's Improvement package, PTI Board endorsed the "Penny for Pinellas" campaign and urged PTI members to get involved with the campaign as well.

As the campaign grew, PTI became a leading force in the entire effort. PTI board members, the staff consultant, and "rank-and-file" supporters were extensively involved. They appeared on radio and television, spoke to 27 community groups, distributed over 25,000 flyers at flea markets and fairs, testified at public hearings, and provided leadership on the Penny Steering Committee. Just prior to voting day, PTI made a major phone-calling effort to PTI members and many households adjacent to the Trail to encourage a "Yes" vote.

The sales tax increase passed by a narrow margin of 398 votes (out of 134,864) but according to many, it was the work of Trail supporters that made the difference.

Fred Marquis, County Administrator, hailed PTI, "You guys carried it! With all the effort Pinellas Trails, Inc. did—I'm telling the engineering department tomorrow the Trail project is the first to come out of the chute."

Bruce Tyndall, County Commission Chairman, added, "The critical difference was the formalized support of Pinellas Trails—from phone banks, work at precincts, speaking to groups, getting out your own vote—you were the voice, not of Government, but of the people, pushing for what you wanted."

1000 Friends of Florida claimed, "The Pinellas County public education program (for the Trail) was the best ever done."

Pinellas was the only urban county in Florida to pass a local-option sales tax.

The early success of the "Penny for Pinellas" campaign was critical to the Trail. Funds were secure and public support was evident. The challenge from the PCMPO Board had been met.

As a result of the vote, Pinellas County government believed it had received a clear mandate from the public to implement the entire Pinellas Trail Master Plan, including 35 miles of trail and further study of extensions and feeder trails into all portions of the County. PTI members interpreted the vote as a sign that citizens recognize not only the value of roads, court facilities, and drainage projects, which were the primary recipients of the new revenue, but also the quality of life and environmental concerns represented by the Pinellas Trail.

### **3. *Private Funding through Pinellas Trail, Inc.***

Funding from private donations augment county dollars for trail development. This unique program encourages municipalities, businesses and individuals to contribute toward the purchase of Trail amenities such as landscaping, benches, drinking fountains, and rest stops. As of June 1992, over \$150,000 had been raised by Pinellas Trails, Inc. for amenities. The "sponsoring" citizen, business, or community group can choose the amenity and installation location and have their name attached to it on a plaque. Pinellas County Parks Department purchases and installs the items. Though designed as a means to add an extra touch to trail beautification and functionality, this program has also increased PTI's ability to reach out and build a broad base of support by providing a specific means for many citizens and businesses to get involved in organized Trail support efforts.

Note: It may take an additional \$2.5 million to complete trail safety improvements such as overpasses and a new bridge over Long Bayou so Trail users will not be forced to share the road on the Alternate 19 Highway bridge. Also, plans are being developed to close a 1.5-mile trail gap in downtown Clearwater using some on-street facilities. An extension is being considered that would take the trail adjacent to the Brooker Creek Preserve, a 6,000-acre tract of County-owned wetland, wildlife area, and wellfield, which is the County's source of drinking water. This extension would make the trail a total of 47 miles long.

### **D. *Developing The Trail—Planning and Design***

Design and construction of the Pinellas Trail are well under way. Construction was started in July 1990, and the first 5 miles opened in December of that year. Ten additional miles opened in April 1992, and 8 more miles were completed by July 1992 for a total of 23 miles. Two trail bridges over busy arterial roads are planned for construction in late 1992. The final 11 miles of trail in St. Petersburg are scheduled for opening by the spring of 1993 to complete 34 miles of the original 35-mile trail as outlined in the Master Plan. (One mile in Clearwater is still under study.)

When the corridor was purchased, it was identified by both the PCMPO and the County Commission as a possible future mass transit corridor. However, both BAC recommendations

in 1985 and 1988 had the design and development of the corridor focus on use as a bicycle trail not for mass transit.

The PCMPO Board had determined that not only was community support lacking for such a fixed-guideway transit system, the costs were projected to be considerable, and FDOT had plans to do a Regional Transit Analysis for the entire St. Petersburg-Tampa Bay area in the coming years. In April 1988, the Board voted to table a proposal to use the corridor for a transit system, a decision that opened the door for the BAC to reintroduce its proposal for a bicycle path in the corridor.

Included in the Board's approval of the BAC recommendation for development of the trail was the understanding that mass transit, in some form, would continue to be a priority for the corridor's long-term use. Shared trail and transit use was, however, determined to be a possibility for future consideration.

The Pinellas Trail Implementation Task Force was formed in August 1988 at the initiation of the PCMPO. This group of planners, engineers, and park officials from many of the municipalities through which the Trail would pass was convened to work on a number of technical questions: Who would fund the trail? How would it be designed? Who would maintain the trail? These municipal officials and their city government colleagues supported the trail concept, but their predominant concerns were fear of legal liability, trail maintenance, and the lack of available municipal funds for construction.

Following the Board's approval to accept the BAC proposal, and after heavy lobbying by citizens, in July 1989 the County allocated \$350,000 for the development of a Master Plan. Included in the county budget planning for fiscal year 1989-90 was \$1.5 million for trail construction and language designating the Pinellas County Park Department as the operating agency, thus eliminating concerns of the municipalities represented on the Implementation Task Force. A private firm was selected through a Request For Proposal process.

In April 1990, a 250-page Master Plan Report and Conceptual Design Plan for the County Public Works and Engineering Department was completed by the contracting engineering firm. This document set forth parameters for the engineering and design of the Trail, included construction plans and specifications, aerial photographs, and provided recommendations for the development and operation of the overall facility. The Plan was a follow-up to County Planning Department documents of 1984, '85, and '88. It dealt specifically with safety concerns of multiuse paths and the Trail's many grade crossings of city streets.

The Pinellas County and PCMPO planning staff, and County Engineering Department worked together to define the project scope and preliminary designs. The consultant worked extensively with representatives of the bicycling community, Pinellas Trails Inc., the physically challenged, and other trail users. Advice from experts was sought and field trips were made to several cities, including Seattle, Washington, known for exceptional urban bicycle and pedestrian trails.

Citizen input was a significant factor in determining Trail design. The community's desire for a "multipurpose" pathway resulted in a design recommendation for a 15-foot asphalt trail with 10 feet dedicated for bicycle use and 5 feet for pedestrian use. Portions of the trail are divided with a grassy median to provide additional safety and comfort for users.

### **III. Operating the Trail**

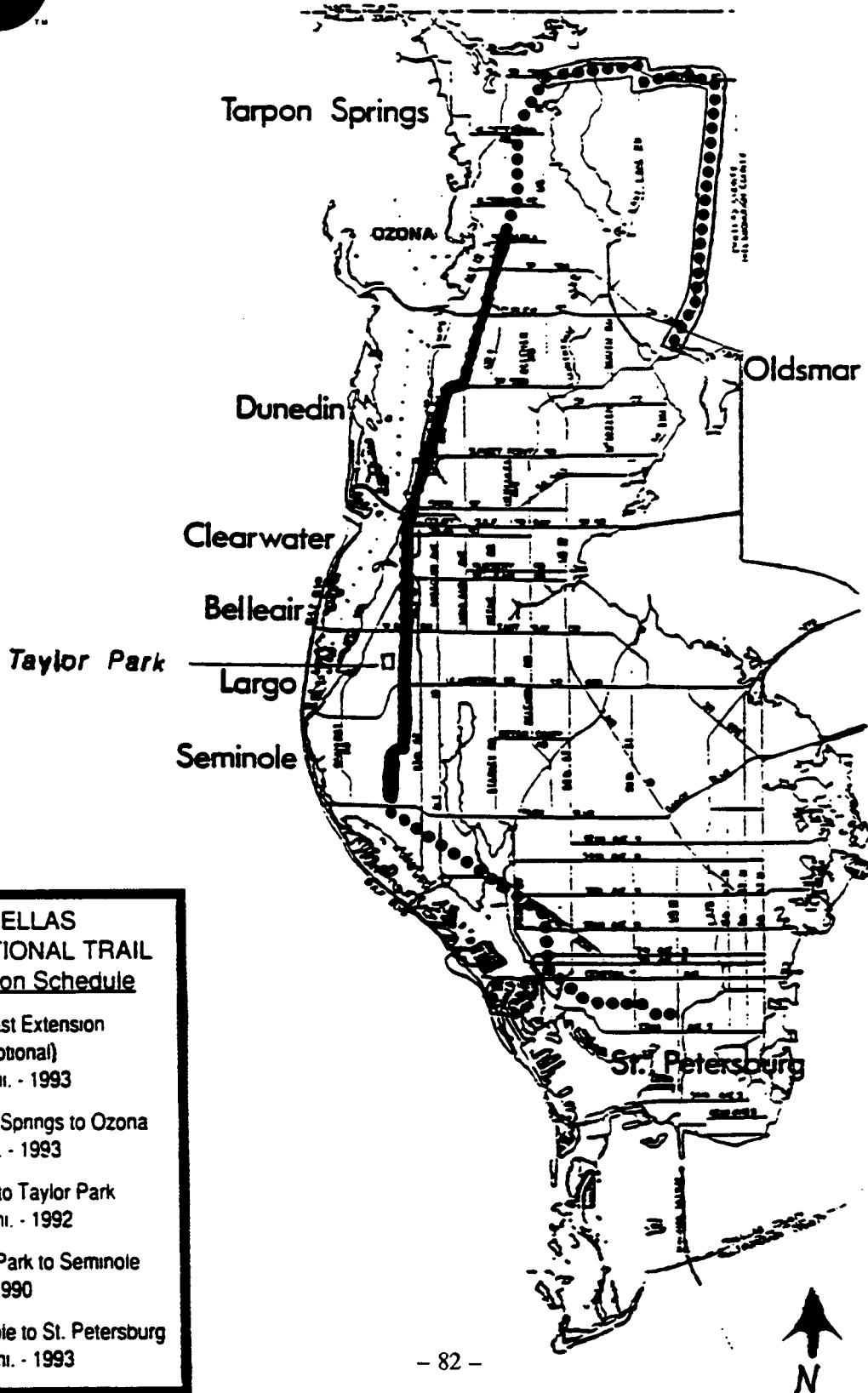
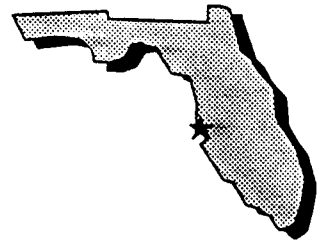
Pinellas County Park Department operates the Trail and budgets approximately \$250,000 annually for those costs. County Park Rangers do policing and community relations, and maintenance personnel mow grass, clear brush, plant trees, collect trash, and maintain the picnic shelters and other amenities. In addition, the PCMPO established the Pinellas Trail Security Task Force to monitor the Trail and share information regarding trail operations. This Task Force is an interagency group of county and municipal law enforcement agents and other Government representatives.

PTI continues to sponsor events and raise funds for trail amenities. In 1989 the Pinellas Trail received the "Take Pride in America" award in recognition for community participation and advanced design.

In the first year of operations, 500,000 people used the first 6 miles of trail. By the summer of 1992, trail use had soared to 150,000 people **per month**. By 1993, it is expected that over 1.5 million people will use the Trail each year, making it one of the nation's busiest rail-trails.



## THE PINELLAS TRAIL



**Case Study D:**  
**Sugarbush Trail**  
**Michigan**

**Background:**

Location:	Southern Michigan between Grand Rapids and Lansing
Trail Specifics:	55 miles possible; 50.8 nominated for DNR acquisition future development uncertain abandoned Penn Central Railroad right-of-way
Unique Features:	Thornapple River Valley small towns rural, agricultural region potential tie to Yankee Springs State Recreation Area
Jurisdictions:	Eaton Rapids, Charlotte, Vermontville, Nashville, Hastings, Middleville, Caledonia, Kentwood, Grand Rapids cities/towns Eaton, Barry, Kent Counties Michigan Department of Natural Resources

**I. Initiation Phase**

The would-be Sugarbush Trail runs roughly east to west from Eaton Rapids (20 miles south of Lansing) to the south edge of Grand Rapids. It consists of four separate segments of rail corridor that have been abandoned from service by the Penn Central Corporation over the 7-year period from 1976 to 1983:

- 7.0 miles between Eaton Rapids and Charlotte, 1976;
- 10.8 miles between Charlotte and Vermontville, 1976;
- 33.0 miles between Vermontville and Caledonia, 1982; and
- 5.0 miles between Caledonia and Grand Rapids, 1983.

Rail travel on the entire corridor has not been totally abandoned; a small section in the immediate Charlotte area continues to have active rail use today.

Over the 7-year period of abandonments, no local, citizen-initiated effort arose to advocate saving the corridor or converting it to a multiuse trail. It was not until 1990, 7 years after the final segment was abandoned, that local interest in trail conversion finally surfaced.

Since 1976, railroad companies have been abandoning lines in Michigan at an increased rate. Over the same time period, even with the State holding the right of first refusal to acquire the lands, acquisition was not happening, particularly in Southern Michigan. The abandoned corridors located in the northern part of the State, however, were being acquired by the Forest Management Division of the Department of Natural Resources (DNR) to provide trails for snowmobilers. With this exception, no State agency was taking a lead role in acquiring abandoned rail corridors and converting them to trails. Proposed rail-trail projects that came forward during this period often lingered for years or faltered completely.

As local citizen and community interest in creating rail-trails and other urban trailways grew in the late 1980's, the need for better coordination and leadership on trail development became clear. In 1987, the Recreation Division was created within the DNR and soon was given the responsibility for developing a new recreational trail program.

This new Michigan Statewide Trails Initiative (drafted in 1991 by Recreation Division of DNR and approved by the Natural Resources Commission, the policy arm of DNR, in March 1992) outlined a broad strategy. Two priorities were established as a part of the Michigan Recreation Plan:

- Improve trail opportunities near centers of population.
- Strengthen State and local economies through trail-related tourism.

Also identified as a key element in the trails initiative is the creation of 'trailways.' A trailway is defined as a land corridor which passes through the community or countryside and features a trail wide enough to accommodate a variety of public recreation uses. As a part of furthering the creation of trailways, the initiative indicated that the DNR would act "...to acquire and preserve former railroad rights-of-way and other trailway corridors that have Statewide or regional significance or can become part of existing DNR parks, recreation areas, forests, or other management areas."

It was June 1990 when the idea for the Sugarbush Trail began in Charlotte, Michigan, the Eaton County seat of 8,000 people. The Future Charlotte! Recreation Committee (FCRC) was one of several committees created through the Chamber of Commerce to help chart Charlotte's future development. It was interested in the development of a walking/jogging/biking trail and wanted information on the possibility of utilizing the abandoned railroad corridor in the area. The FCRC contacted the Michigan Chapter of the Rails-to-Trails Conservancy (RTC), a national organization specializing in assisting with converting abandoned rail corridors to trails. A meeting was scheduled with the Chapter Coordinator in June of 1990.

## **II. Development Phase**

### **A. Land Ownership/Acquisition**

Coincidental and prior to the date of that meeting, the RTC Chapter Coordinator had been scheduled to meet with representatives from Penn Central Realty and from the Recreation Division of the DNR. The meeting had been initiated because of local interest in a corridor other than the one discussed in this case study. As the meeting progressed, other properties owned by Penn Central Corporation were discussed, including the Sugarbush corridor. Eaton Rapids to Charlotte and then on to Caledonia were identified as still being principally under Penn Central ownership, but portions of the corridor had been sold, primarily to surrounding municipalities.

When the Future Charlotte! Recreation Committee learned that Penn Central still owned most of the corridor in the Charlotte area, a Trail Subcommittee was established. This Subcommittee was given responsibility to investigate the feasibility of including a rail-trail project as a part of the Committee's overall planning effort.

The Subcommittee developed a simple brochure for distribution in an effort to identify support for a rail-trail project on the old Penn Central railway. But, as the brochures were being circulated around the community, rumors about trail-related crime and property damage and the taking of private property were also starting to make the rounds. Unknown to the Trail Subcommittee, a group of property owners along the Sugarbush corridor had been attempting to gain control of the corridor since 1986.

In April of 1991, with knowledge that there was local interest in acquiring the abandoned Penn Central railway, the Michigan Chapter of RTC included the Eaton Rapids to Caledonia corridor in a list of eight corridors nominated to the Michigan Natural Resources Trust Fund Board for acquisition by the DNR. (The Trust Fund is the main source of land acquisition funding in Michigan.)

At this point, two groups were working actively to secure ownership of the corridor. One effort was by the Future Charlotte! Recreation Committee Trail Subcommittee. A pro-trail council was established to work with the DNR on the project. Letters were sent to representatives of each city and county in which the trail was located, inviting them to participate as a member of the Council. Resolutions of commitment were also sought from the jurisdiction's governing bodies.

The second ownership effort by anti-trail property owners, started in 1986, was continuing to be pursued with persistence. The owners were negotiating toward a settlement with PCC. The settlement would have been based on the sale of the corridor to the owners while the Penn Central Corporation reserved the sub-surface rights for utility easements along the corridors. A fiber-optic cable had already been buried in the corridor from Charlotte to Grand Rapids.

In May of 1991, a chance meeting between the RTC Coordinator and a Penn Central Corporation attorney set in motion a series of events that is still unfolding. In the course of conversation, the attorney indicated that an agreement to sell portions of the corridor from Eaton Rapids to Caledonia was about to happen. The attorney was surprised to learn that there was any interest to secure the corridor for use as a trail, and the RTC Chapter Coordinator was equally as surprised to hear that settlement was pending on the sale of the corridor to adjacent property owners.

The DNR Recreation Division was notified of the situation, and a letter was sent by them to the PCC attorney that discussed the DNR's new trails initiative and how the conversion of abandoned railroad rights-of-way to recreational trails was considered an extremely important and valuable component to this initiative. The letter also stated the DNR's interest in acquiring corridors in the southern part of the State. The letter had the following to say on the Sugarbush corridor:

"Specifically, we view the Eaton Rapids-Charlotte-Grand Rapids corridor as meeting the criteria applied when considering a potential project for public recreational purposes. It is our intent to consider all of the alternatives available in preserving the integrity of this corridor which may include land acquisition by a public body."

In effect, the letter stopped the sale of the corridor to the adjacent property owners. Penn Central Corporation was willing to take any heat they might receive for backing out on their nonbinding, verbal agreement to sell to the adjacent property owners and to begin to work with an interested DNR. Needless to say, this created an uproar among those property owners who thought they had a deal with PCC. Suit was filed against PCC by several owners claiming a binding agreement had been reached on disposal of the corridor, but the owners lost their case.

## ***B. Generating Public and Private Support***

While the Chamber of Commerce Future Charlotte! Recreation Committee was active, there was no organized, grassroots citizens' group to support the trail, and the adjacent property owners were organized and very active in their efforts to stop the trail. At the same time, a number of other distractions were coming to bear: the State DNR trail initiative had not yet been approved; new political appointees to the Natural Resources Commission lacked awareness and understanding of the issues surrounding this trail project; and a high-level push was on from the administration to reorganize the DNR.

Sensitive to local concerns and faced with a growing outcry about their role in the decision of PCC to end negotiations with land owners, the Future Charlotte! Recreation Committee scheduled an informational meeting to quell the misinformation being spread about the trail proposal. The mistake the FCRC made was in inviting only adjacent property owners. From this point, the proposal for the Sugarbush Trail began to unravel. This meeting provided an opportunity for those opposed to the trail to get organized, and with no local trail support group

in place to counter their claims, the anti-trail activists were able to wage a very one-sided campaign against the Sugarbush Trail proposal. Their tactics included:

- Further legal action against Penn Central Corporation.
- Preparation of a "Facts and Concerns" flyer on the trail, and distribution to local and State decision and policy makers.
- Writing letters to the editors of various newspapers and magazines.
- Attendance at meetings of all local governmental bodies to tell their side of the story and to get resolutions passed against the trail.
- Attendance at meetings of the Natural Resource Commission (NRC), the policy-making body of the DNR, to complain about how they were being wronged by the actions of the Department and Penn Central Corporation.

Finally, in a decision that overturned Department priorities, the NRC directed DNR staff **not** to pursue acquisition of the Sugarbush corridor. Staff was not to get involved in the project unless they were first approached by a local community or communities and then received approval from the NRC. This decision, while not completely killing the project, has seriously jeopardized any hope of saving the Sugarbush corridor.

The Sugarbush-Thornapple Trail Association, a citizen group, was created in January 1992 for the purpose of creating this trail and other nonrail-trails that would give people the opportunity to enjoy the beauty of the Thornapple River Valley. While they are interested in the Sugarbush corridor, they have chosen to actively pursue a nearby related trail, Gun Lake People Path. This 20-mile multiuser path will encircle Gun Lake and could eventually connect to the Sugarbush. Engineering studies had been completed in early 1990 and using these studies and plans, the Association plans to work to complete the lake trail project and use it as a model to demonstrate successful trails in the larger community.

### ***C. Funding***

The Michigan Natural Resources Trust Fund (MNRTF) is the main source of funding for public recreation land acquisition in Michigan. The Fund is made up of oil, gas, and mineral revenues from State lands. Some \$23 million per year have been approved for expenditure by the MNRTF Board. The funds are available on a competitive basis with the MNRTF paying the full cost for approved DNR projects and 75 percent for approved local projects. Lands that can provide expanded outdoor recreation opportunities in southern Michigan are included on the list of priority properties that are of special interest to the MNRTF Board. The Sugarbush corridor is one of those properties.

While any citizen can nominate land for acquisition, the Trust Fund Board only considers approving funds for a nomination if the DNR or a park and recreation department of a local government agrees to take title to the property and operate and maintain it for public recreation use or the protection of natural features. DNR divisions often request lump sum grants in order to buy parcels as they become available. The Recreation Division has annually requested lump sum dollars for the acquisition of abandoned rail corridors.

***D. Developing the Trail—Planning and Design***

No plans have been developed for this trail. However, the section from Middleville toward Grand Rapids is unofficially being used by citizens.

**III. Operating the Trail**

**(Pending development.)**



## **Chapter Three**

### **An Annotated Bibliography on Independent Bicycle and Pedestrian Trails**

A significant amount of literature has been written about bicycle trails and pedestrian paths, yet only a portion has been formally published and disseminated. Some of the literature is unpublished, informally published, or published in lesser known journals or magazines, and thus not easily available to the general reader or new trail enthusiast. In addition, much is written at a local level as particular trail projects develop and greenway initiatives take shape. Some pieces are done as theses for graduate degrees. Such works rarely experience a wide dissemination, despite the likely value to a broader constituency.

This bibliography attempts to provide a comprehensive sampling of this literature. It is comprehensive in that it covers all aspects of the process citizens and agencies go through to establish these facilities—from general awareness and education to gathering citizen support, from land acquisition to planning and design, from funding to maintenance and management. However, every document ever written has not been cited. Rather, it focuses on what was determined to be most readily accessible, most useful, and most easily obtained by the reader.

In instances where annotations are not provided, either the document title appeared self-explanatory, or the work was not available to us and yet was important enough to be included.

#### **ABBREVIATIONS**

Interstate Commerce Commission

May be cited hereafter as ICC

Rails-to-Trails Conservancy

May be cited hereafter as RTC

U.S. Department of the Interior, National Park Service

Hereafter cited as National Park Service or NPS

U.S. Department of Agriculture, U.S. Forest Service

Hereafter cited as U.S. Forest Service

## Section A

# An Introduction to Independent Bicycle and Pedestrian Trails and Greenways

This section offers a sampling of items primarily national in scope. It attempts to place the concept of bicycle and pedestrian trails in a broader social context. To a great degree the development of bicycle and pedestrian trails is tied to broader social concerns—preservation of the natural environment, creation and conservation of urban open space and rural countryside, and the importance of meeting human recreational and transportation needs. A more detailed list of this literature is found in the bibliography in *Greenways for America* by Charles Little.

American Trails. **Trails for All Americans: Report of the National Trails Agenda Project.** Washington, DC: National Park Service, Summer 1990. 21 pp.

*Offers an exciting and comprehensive vision for a nationwide system of trails within 15 minutes of every front door in the country. Discusses the wide-ranging benefits of multiuse trails, including: health, economic, conservation, transportation and recreation. Examines the role of local, State and Federal Government in providing trail infrastructure. Discussion of existing policy and programs, and recommendations for change are particularly helpful in charting the future of an American trail system.*

Association of State Wetland Managers, Association of State Floodplain Managers, and National Park Service. **A Casebook in Managing Rivers for Multiple Uses.** Philadelphia, PA: NPS, Mid-Atlantic Regional Office, 1991. 79 pp. Maps and photos.

*Contains eight case studies, a number of which include multiuse trail development as a component of river management and preservation. Identifies the objectives, participants, innovative aspects, and accomplishments of each project and discusses their planning processes. Provides contacts with in management agencies and bibliographic references.*

Burwell, David. **Keynote Addresses: "Rails To Trails: America's Next Park System" (1987). "Trailblazing for Tomorrow: A National Greenway Network." (1989)** Washington, DC: Rails-to-Trails Conservancy. Photocopied papers. 8-10 pp.

*Both of these speeches communicate an exciting vision for development of greenway trails across the American landscape.*

Defenders of Wildlife (Gay Mackintosh, editor). **Preserving Communities and Corridors.** Washington, DC: Defenders of Wildlife, 1989. 96 pp. Illustrated.

*Includes five articles which advocate preservation of migration corridors as a practical and necessary approach to conserving biological diversity. Illustrates how "greenways" and linear parks are key to environmental preservation.*

Grove, Noel. "Greenways: Paths for the Future." **National Geographic** (June 1990): 77-98.

*Provides a well-written introduction to the greenway movement in the United States using examples from many greenway projects across the country.*

Hoffman, Williams, Lafen and Fletcher. **Illinois Greenways and Rails-to-Trails.** A component of the **Illinois Railbanking Study.** Illinois Department of Conservation, 1990. 30pp.

*Provides an overview of the rail-trail conversion process. Discussion includes definition of greenways, social and environmental benefits of trails, and importance of railbanking.*

Little, Charles E. **Greenways for America.** Baltimore, MD: The Johns Hopkins University Press, 1990. 237 pp. Color photos.

*Traces the history of the greenway movement and its effort to preserve and restore linear open space. Describes many benefits of greenways, including their frequent provision of bicycle and pedestrian trails, and lists a valuable bibliography of published and unpublished sources.*

Macdonald, Stuart H. "Greenways: Preserving our Urban Environment." **Trilogy** (November/December 1991): 95-96.

*A persuasive piece that makes the case for urban trails and greenways and urges the urban dweller to initiate and guide trail development through citizen activism.*

Mills, Judy. "Clearing the Paths for Us All Where Trains Once Ran." **Smithsonian** (April 1990): 132-141.

*Provides a good overview of the rail-trail movement and discusses several rail-trails in states across the nation. Some statistics cited are now outdated.*

National Park Service and the National Recreation and Park Association. **Trends—Recreational Trails and Greenways**, vol. 28 (November 4, 1991). 48 pp.

*Contains 11 essays on the growth and development of multiuse trails and greenways. Topics include greenways as transportation, corporate involvement in trail development, the role of government, and prospects for a nationwide trail system.*

Nevel, Bonnie and Peter Harnik. **Railroads Recycled: How Local Initiative and Federal Support Launched the Rails-to-Trails Movement 1965-1990.** Washington, DC: Rails-to-Trails Conservancy, 1990. 100 pp. Photos and maps.

*Documents the tremendous success of a little-known Federal program to spur the development of rail-trails. The impact of \$5 million of NPS funding assistance is described in nine case studies. All nine projects that received Federal funding assistance were ultimately built. Of the 126 project applications that could not be funded with the small congressional appropriation, 82 percent failed to become trails.*

**Rails-to-Trails Conservancy. Abandoned Railroad Corridors: The Federal Interest—A Case Study.** Washington, DC: Rails-to-Trails Conservancy, 1987. 13 pp. Appendices.

*Assesses the Federal Government's role in recapturing its interest in abandoned rail corridors on Federal lands, and concludes that many opportunities are lost due to the low Federal priority given to this task. Using five case studies, the report focuses on Montana, Burlington Northern Railroad, and the Federal agencies with the largest landholdings—the U.S. Forest Service and Bureau of Land Management.*

**Scenic Hudson, Inc. and the National Park Service. Building Greenways in the Hudson River Valley: A Guide for Action.** Poughkeepsie, NY: Scenic Hudson, Inc., 1989. 56 pp.

*Contains 12 case studies of different "greenway" projects in the Hudson River Valley, ranging from canal and rail-trails to scenic roads, cultural parks, and hiking trails. Underscores the importance of citizen participation in creating community greenways.*

**Siehl, George. Trails Programs in Federal Agencies: A Data Compilation. A Congressional Research Service Report for Congress.** Washington, DC: Congressional Research Service, 1989. 81 pp. Tables, charts, and maps.

*Offers a summary of Federal agency trail programs and extent of future needs. Covers four agencies—the U.S. Forest Service, National Park Service, Fish and Wildlife Service, and Bureau of Land Management.*

**Stokes, Samuel N., et al. Saving America's Countryside: A Guide to Rural Conservation.** Baltimore: Johns Hopkins University Press, 1989. 306 pp.

*A comprehensive guide to rural conservation at both the public and private level. Includes a list of Federal and nonprofit assistance programs as well as an annotated bibliography and 28 case studies.*

**Untermann, Richard K. Accommodating the Pedestrian: Adapting Towns and Neighborhoods for Walking and Bicycling.** Seattle, WA: Van Nostrand Reinhold Co., 1984.

*Identifies the pedestrian pathway as the public right-of-way that is most important. Makes recommendations for improving this by looking at the American and European practices. Suggests that the American preoccupation with the automobile has blinded us to opportunities for other modes of travel. Behavior patterns of people on foot are discussed, as well as suggested remedies for communities, downtowns, and urban areas. Suggests that only when safe pedestrian access to and from daily activities is provided will there be relief from air, noise, and energy problems. (Adapted from Duffy, *An Annotated Bibliography... See Additional Bibliographies, Section G.*)*

Wilburn, Gary. **Routes of History: Recreational Use and Preservation of Historic Transportation Corridors.** Information Series 38. Washington, DC: National Trust for Historic Preservation, 1985. 16 pp.

*In addition to providing several case studies—the Illinois and Michigan Canal National Heritage Corridor, the Patriot's Path in NJ, and the Columbia River Scenic Highway—this discussion of historic transportation corridors also identifies sources of nonprofit and Federal assistance and gives a selected reading list.*

## **Section B**

# **Citizen Advocacy and Generating Public Support**

This section provides a list of the most helpful documents for the trail proponent. Subsections include:

- Citizen Guides;
- Developing a Citizen-Based Organization: Strategy, Leadership, Volunteers, and Funding;
- Studies That Address Social Benefits and Concerns: Characteristics of Trail Users, Economic Impacts, Community Benefits, and Crime; and
- National Directories and Lists for Constituency Building.

## **I. Citizen Guides**

Diamant, Rolf, J. Glenn Eugster and Christopher J. Duerksen. **A Citizen's Guide to River Conservation.** Washington, DC: The Conservation Foundation, 1984. 113 pp. Appendices.

*An excellent source for projects that run near rivers. The section on "getting started" applies to river and nonriver projects alike. Includes useful appendices and a bibliography.*

Hoffman, Williams, Lafen and Fletcher. **Illinois Rail-Trails Developer's Handbook.** A component of the **Illinois Railbanking Study.** Illinois Department of Conservation, September 1990. 56 pp. Appendix.

*A guidebook to rail-trail conversion prepared for State and local park planners and managers. Outlines the conversion process from beginning to end. Includes sections on assessment, feasibility studies, gathering local support, trail design, public involvement, the abandonment process, and issues involved in managing public review.*

Kunofsky, Judith and M. Thomas Jacobson. **Tools for the Greenbelt: A Citizen's Guide to Protecting Open Space.** San Francisco, CA: People for Open Space, 1985. 70 pp.

*A well-organized handbook for activists seeking to create greenways in their communities. Provides detailed information on zoning and other land use protection techniques. Funding techniques popular at the date of publication are outlined. Includes Marin County and Solano County, CA case studies.*

National Wildlife Federation. **A Citizen's Guide to Protecting Wetlands.** Washington, DC: National Wildlife Federation, 1989. 64 pp. Photos, government agency contact lists.

*Outlines the strategies and processes citizens can use to protect wetlands. Includes guides to Federal and State laws that citizens can use to activate protective measures.*

Scenic Hudson, Inc. **Greenway Fact Sheets, 1-8.** Poughkeepsie, NY: Scenic Hudson, Inc., 1991. 8 pp. each.

*This series of eight pamphlets provides information to assist with the creation and maintenance of local greenways. The titles include:*

- #1 "Walkway Design Guidelines"*
- #2 "Trail Construction & Maintenance"*
- #3 "Volunteers: Getting the Greenway Underway"*
- #4 "Greenway Project Fund Raising"*
- #5 "Historic Preservation in Greenways"*
- #6 "Starting Your Own Land Trust"*
- #7 "Land Preservation Techniques"*
- #8 "Liability: Protecting Yourself and Others"*

Rails-to-Trails Conservancy. **Converting Rails to Trails: A Citizen's Manual for Transforming Abandoned Rail Corridors into Multipurpose Public Paths.** Washington, DC: Rails-to-Trails Conservancy, 1990. 49 pp. Appendices.

*This manual outlines the many steps involved in creating a rail-trail. Topics explored include assessing the feasibility of a conversion; building a coalition; working with the ICC and abandonment regulations; publicizing conversion efforts; working with Government agencies; finding funds; working with corporations, elected officials and railroads; dealing with trail opposition; and managing the trail. The guide contains appendices of relevant addresses, contacts, and resources.*

## **II. Developing a Citizen-Based Organization: Strategy, Leadership, Volunteers, and Funding.**

Bryan, William L. "Preventing Burnout in the Public Interest Community." **The Northern Rockies Action Group Papers.** Vol. 3 No. 3, Fall 1980. Helena, MT: Northern Rockies Action Group. 24 pp.

*Includes self-assessment instruments, an analysis of causes, and suggestions for avoiding volunteer burnout.*

Carver, John. **Boards That Make a Difference.** San Francisco, CA: Jossey-Bass, 1990. 242 pp.  
*Includes guidelines for bylaws. Chapter 10 covers "Focusing on Results: Clarifying and Sustaining the Organization's Mission."*

Flanagan, Joan. **The Grass Roots Fundraising Book: How to Raise Money in Your Community.** Chicago, IL: Contemporary Books, Inc., 1982.  
*A comprehensive compilation of the why, how, and who in raising money for grassroots initiatives.*

Harlem Valley Rails to Trails Association. **Harlem Valley Rail-Trail: Proposal to the Columbia County Board of Supervisors.** Copake, NY: Harlem Valley Rails to Trails Association, October 1986. Photocopied papers. 10 pp. Available from RTC.  
*A model trail proposal. Outlines a multiuse trail proposal prepared by a citizen group for local government of Columbia County, N.Y. Briefly presents each key component of a rail-trail proposal—land acquisition, funding, trail use, trail development, operation and maintenance, enforcement, liability, and economic benefits.*

Houle, Cyril O. **Governing Boards.** San Francisco, CA: Jossey-Bass, 1989. 223 pp.  
*Chapter Three, "The Structure of the Board," is especially helpful.*

Howe, Fisher. **Fund Raising and the Nonprofit Board Member.** Washington, DC: National Center for Nonprofit Boards, 1988. 12 pp.  
*Identifies five principles nonprofit boards should understand, accept, and apply when preparing to raise funds.*

Ingram, Richard T. **Ten Basic Responsibilities for Nonprofit Boards.** Washington, DC: National Center for Nonprofit Boards, 1988. 22 pp.  
*Discusses responsibilities of boards and individual board members. Charts the evolution of governance structure over time as organizations change.*

Lord, James Gregory. **The Raising of Money.** Cleveland, OH: Third Sector Press, 1988. 135 pp.  
*Focuses on the up-front planning and preparation essential for effective fund raising. Central messages assert that an organization does not have "needs," it has "solutions" and "opportunities," and that funds are not "handouts or charity," but an "investment." Easy-to-read book.*

Macdonald, Stuart. "Building Support for Urban Trails." **Parks and Recreation Magazine** (November 1987): 26-33.  
*This article includes case studies for three urban trail projects in Colorado that vary in scope and success. Fourteen practical recommendations are drawn from these projects to help future trail proponents.*

Malone, Paul B. III. **Love 'em and Lead 'em.** Annandale, VA: Synergy Press, 1986. 171 pp.  
*Promotes leadership as "getting people to do things willingly." Style is concise and often humorous.*

Moore, Roger L., Vicki LaFarge, and Thomas Martorelli. **Organizing Outdoor Volunteers.** Boston, MA: Appalachian Mountain Club, 1987. 86 pp. Photos.

*A manual for volunteer partnerships between volunteer organizations and Government land managers. Documents the "hands-on" approach of the Appalachian Mountain Club's volunteer project and provides guidelines to begin a volunteer program, recruit volunteers, and develop a volunteer organization. Includes a reading list divided topically (i.e., board development, fundraising, etc.) and lists contacts for volunteer projects.*

Mosvick, Roger K. and Robert B. Nelson. **We've Got to Start Meeting Like This!** Glenview, IL: Scott, Foresman and Company, 1987. 258 pp.

*Filled with ideas for having productive meetings. Written for the business setting, but the principles and lessons are directly applicable to citizen groups.*

O'Connell, Brian. **The Board Member's Book: Making a Difference in Voluntary Organizations.** New York, NY: The Foundation Center, 1985. 208 pp.

*Chapter 13, "Fundraising," uses the American Heart Association as an example and outlines procedures for raising funds as well as describes 13 types of fund-raising initiatives.*

Panas, Jerold. **Mega Gifts.** Chicago, IL: Pluribus Press, Inc., 1984. 231 pp.

*An easy-to-read book on what motivates people to give large gifts. Documented from author's research and 20 years of experience in the fund-raising field.*

Toalson, Robert F., Patricia Sims Hechenberger. **Developing Community Support for Parks and Recreation.** Champaign, IL: American Academy for Park and Recreation Administration, 1985. 33 pp. Illustrated.

*Written to assist park and recreation agencies in their efforts to build support for local programs. Chapters on The Winning Image, Community Involvement, Volunteers and Giving are helpful not only for Government agencies but grassroots groups involved in advocacy, planning, coalition building, and construction of multiuse trails.*

Rails-to-Trails Conservancy. **The Nine-Point Blueprint for a State Rails-to-Trails Program.** Washington, DC: RTC. Photocopied papers. 28 pp.

*Outlines policy recommendations for rail-trail development and cites State laws that promote trail growth. Useful for trail advocates working to create State policy more amenable to trails.*

### **III. Studies That Address Social Benefits and Concerns: Characteristics of Trail Users, Economic Impacts, Community Benefits, and Crime**

Adams, Christopher. **A Trails Study: Neighbor and User Viewpoints, Maintenance Summary.** Oakland, CA: East Bay Regional Park District, 1978. 58 pp.

*Examines trail impacts on trail neighbors, trail user characteristics, and maintenance issues on two urban trails in the San Francisco Bay area.*

Gobster, Paul H. **The Illinois Statewide Trail User Study.** Chicago, IL: U.S. Forest Service, 1990. 61 pp. Tables, photos. Available from RTC—Illinois Chapter.

*This study's objectives included determining trail use patterns and reasons for use, identifying perceptions of trail users, and creating a demographic profile of users. It focuses on recreational rather than transportation uses (the interviews were all conducted on weekends). The study's major finding—on urban and suburban trails, a significant majority of users come from nearby neighborhoods, and a little less than 50 percent of local users use the trail "virtually every week."*

Gobster, Paul H. "Urban Bicycle Trails: Use Patterns and User Preferences." **Trends** 25, No. 3 (1988).

*This article documents the initial study of the North Branch Trail in Chicago.*

Hahn, Tom and David Eubanks. **An Analysis of Five Existing Trails Converted from Abandoned Railroad Tracks.** Chicago, IL: Open Lands Project, 1985. Photocopied papers. 17 pp. Available from RTC.

*Examines the physical and cultural aspects of five midwestern rail-trails. Discussion covers usage levels and economic impacts of tourist spending in communities adjacent to the trail.*

Hoffman, Williams, Lafen and Fletcher. **Economic and Tax Implications of Rail-Trails.** A component of the **Illinois Railbanking Study.** Illinois Department of Conservation, 1990. 60 pp. Tables.

*A broad examination of the social benefits and economic impacts of rail-trails, including stimulation of commercial activity, recreational and other social benefits, impact on property values, environmental benefits, fiscal impacts and potential for revenue generation through utility right-of-way leasing.*

Hoffman, Williams, Lafen and Fletcher. **Illinois Rail-Trails: Landowner and Community Concerns.** A component of the **Illinois Railbanking Study.** Illinois Department of Conservation, 1990. 34 pp.

*An assessment of the concerns expressed by adjacent property owners and communities about plans to retain abandoned rail lines for use as greenways and recreational trails. Includes a short section on ways for trail proponents to address these concerns.*

Lawton, Kate. **The Economic Impact of Bike Trails: A Case Study of the Sugar River Trail.** 1986. Photocopied papers. 16 pp. Available from RTC.

*An early study of trail-user expenditure levels. Findings support general notions that out-of-area visitors to the trail spend more than local users and that rail-trails are an important factor in drawing tourists to a State.*

Lowe, Marcia D. "Alternatives to the Automobile: Transport for Livable Cities." **Worldwatch Paper 98.** 49 pp. Also: "The Bicycle: Vehicle for a Small Planet." **Worldwatch Paper 90.** Washington, DC: Worldwatch Institute, October 1990. 62 pp.

*Both are good sources of general facts and statistics regarding the use of bicycles for transportation. Global in scope, with an emphasis on energy efficiency, pollution, comparative usage levels, and other social factors.*

Mazour, Leonard P. **Converted Railroad Trails: The Impact on Adjacent Property.** Manhattan, KS: Kansas State University, 1988. M.A. Thesis. 159 pp. Photographs, newspaper articles, maps, surveys.

*This study of the adjacent landowners along two trails in Minnesota—the Root River and the Luce Line Trails—reveals that the concerns of landowners before the trail conversions were greater than the problems actually experienced by the owners once trail development had occurred.*

Madden, Michael K. **Analysis of Use Patterns and Economic Impacts of the Black Hills Rail-to-Trail Project.** Division of Parks and Recreation, South Dakota Department of Game, Fish and Parks, 1990.

*Using case studies of existing rail-trails, Madden concludes that development of an initial 30-mile segment of this 100-mile corridor might be expected to generate 50,000 users annually (50-90 percent being nonlocal visitors). Annual spending might be up to \$650,000, with secondary economic benefits resulting from visits to additional nearby attractions.*

Minnesota Department of Natural Resources. **Living Along Trails: What People Expect and Find.** Photocopied paper, 1987 (revised). 4 pp. Available from RTC.

*This 1979 study is based on surveys of landowners along two proposed trails and two existing trails in Minnesota. Findings show that their negative expectations of trail impacts—crime, trespassing, weed control, and minimal usage by local people—were not borne out after trails were established.*

Minnesota Department of Natural Resources. **Milwaukee Road Corridor Study, Technical Appendix C: Transcript of Telephone Survey with Law Enforcement Officials Along Select Recreational Trails on Former Railroad Grades.** St. Paul, MN: Minnesota Department of Natural Resources, 1979. Photocopied papers. 21 pp. Available from RTC.

*This study involved three rail-trails in Wisconsin. Six county sheriffs whose jurisdictions involved one of these three trails were surveyed about the trail's impacts—incidents of crime, landowners' reactions, seasonal usage—and about their general impressions of the*

*trail. Few serious crimes were cited, and on the whole, the sheriffs viewed the trails as beneficial.*

**Moore, Roger L., et al. The Impacts of Rail-Trails: A Study of Users and Nearby Property Owners from Three Trails.** Washington, DC: National Park Service, 1992. 100+ pages. Charts and tables.

*A study of users and property owners along two rural trails (Iowa, Florida) and one suburban trail (California). Initiated with four objectives: 1) to explore social benefits and direct economic impact; 2) examine effects on adjacent and nearby property values; 3) determine types and extent of problems experienced by trail neighbors; and 4) develop a profile of users. Findings reveal: a) trails bring many benefits to communities including "new money" brought in by tourists; b) property values are either enhanced or not significantly affected by the trails; c) problems are minor and, by and large, benefits far outweigh negative impacts; and d) trails users are representative of local population. This is the first extensive study to examine both trail users and nearby property owners along the same trails.*

**Rails-to-Trails Conservancy. The Economic Benefits of Rails-to-Trails Conversions to Local Economies.** Washington, DC: Rails-to-Trails Conservancy, 1989. Photocopied papers. 20 pp.

*A compendium of important facts, study findings, newspaper clippings, and letters from local real estate agents and businesses that illustrate the local economic benefits of trails.*

**Rivers, Trails & Conservation Assistance Program. Economic Impacts of Protecting Rivers, Trails & Greenway Corridors: A Resource Book.** Washington, DC: National Park Service, 1991 (2nd edition). 80+ pp. Illustrated, tables.

*Examines the economic impacts of protecting rivers, trails, and greenway corridors in the following contexts: real property values, expenditures by residents and agencies, commercial uses, tourism, corporate relocation and retention, and public cost reduction. Includes a chapter on how to assess the benefits of projects, plus appendices that contain a sample survey. Also includes references.*

**Rodale Press, Inc. Louis Harris Poll: Pathways for People.** Emmaus, PA: Rodale Press, Inc., 1992. Packet of Three Documents: Summary, Complete Survey Report, and Success Stories.

*Survey results show that 72 percent of Americans want safe accessible "pathways" included in transportation planning; 59 percent want more Government funding devoted to trail development. Packet includes 6-page summary and 11-page detail of survey results on these and related questions. 25-page booklet outlines 16 success stories and includes tables and charts. Also available from Rodale Press: 1991 Harris Poll findings describing Americans' strong interest in bicycling to work if safe paths and lanes were provided.*

**Seattle Engineering Department, and Office for Planning. Evaluation of the Burke-Gilman Trail's Effect on Property Values and Crime.** Seattle, WA: Seattle Engineering Department, May 1987. 42 pp. Appendices. Executive summary available from RTC.

*Analyzing data gathered through interviews with residents near and adjacent to the trail, real estate agents, and police officers, this study concludes that property values are enhanced by the trail's proximity, and that burglaries and incidents of vandalism along the trail are below the neighborhood average.*

University of Wisconsin Cooperative Extension Service. **A Look at Visitors on Wisconsin's Elroy-Sparta Bike Trail.** Madison, WI: Recreation Resources Center, University of Wisconsin Extension, 1989. 45 pp. Appendices. 11-page summary available from RTC.

*Examines trip characteristics, trip-related expenditures, users' geographic origins, and a number of other social and demographic factors. Findings reveal: 1) safety from dangerous auto traffic is the top reason for using the trail; 2) 50,000 annual visitors in 1988 brought \$1,257,000 to the local economy in the form of direct expenditures; and 3) over 50 percent of trail users came from out-of-state—20 percent from Illinois and 10 percent from Minnesota.*

## **IV. Constituency Building**

### **A. National Directories and Lists**

American Horse Council. **1991-92 Horse Industry Directory.** Washington, DC: American Horse Council, 1991. American Horse Council, 1700 K Street, NW, Washington, DC 20006-3805.

American Rivers, Inc. **1992 River Conservation Directory.** Washington, DC: National Park Service, May 1992. American Rivers, 801 Pennsylvania Avenue, SE, Suite 400, Washington, DC 20003.

National Wildlife Federation. **1992 Conservation Directory.** Washington, DC: National Wildlife Federation, 1992. National Wildlife Federation, 1400 16th Street, NW, Washington DC 20036.

*Includes a listing of local environmental groups by State.*

Land Trust Alliance. **1991-92 National Directory of Conservation Land Trusts.** Washington, DC: 1991. Land Trust Alliance, 900 17th Street, NW, Suite 410, Washington, DC 20006.

*A listing of 889 land trusts throughout the U.S.*

### **B. National Organizations Representing Various Trail Users**

The following groups will provide names of key local contact persons for those seeking to alert key user groups about a particular trail initiative. (Names and lists should not be used for fundraising purposes without first receiving the organizations' permission.)

**League of American Wheelmen, 500 Affiliated Clubs:** 190 W. Ostend Street, Suite 120, Baltimore, MD 21230. Ph: 410-539-3399.

**National Handicapped Sports, 86 Local Chapters:** 451 Hungerford Drive, Suite 100, Rockville, MD 20850. Ed Harrison, Ph: 1-800-966-4NHS.

**Paralyzed Veterans of America, 33 Local Chapters:** 801 18th Street, NW, Washington, DC 20006. Phil Raybin, Ph: 202-872-1300.

**Rails-to-Trails Conservancy, 6 State Chapters and contacts with over 450 rail trails in development:** 1400 16th Street, NW, Suite 300, Washington, DC 20036. Ph: 202-797-5400.

**Road Runners of America, 461 Local Chapters:** 629 S. Washington Street, Alexandria, VA 22314. Ph: 703-836-0558.

**Sierra Club, Legislative and Advocacy Program, List of 18 Regional Field Offices:** 404 C Street, NE, Washington DC 20002. Ph: 202-547-1141.

**Sierra Club, Over 50 State and Local Chapters:** Office of Volunteer Development, 720 Polk Street, San Francisco, CA 94109. Ph: 415-923-5674.

## Section C

### Acquisition: Ownership and Legal Issues

American Trails. **Trails on Electric Utility Lands: A Model of Public-Private Partnership.** Washington, DC: Edison Electric Institute, 1989. 50 pp.

*Contains nine case studies of trails and projects across the United States. General discussion covers maintenance, cost, liability, and electromagnetic field impacts on trails users.*

Bay Area Ridge Trail Council. **Landowner Options: Your Handbook on How Private Landowners Can Participate in the Bay Area Ridge Trail.** San Francisco, CA: Bay Area Ridge Trail Council, 1992. 28 pp.

*Includes a discussion of easements, leases, land sales or donations, and their various benefits and considerations. Also contains a short list of references and resources, and includes sample easements and leases. While it was written for the Bay Area Ridge Trail, much of its contents can apply to other projects.*

Coyle, Kevin J. "The Role of the Developer in Greenway Acquisition." **National Wetlands Newsletter** (September-October 1988): 10-12.

Hoffman, Williams, Lafen and Fletcher. **The Rail Abandonment Handbook.** A component of the **Illinois Railbanking Study.** Illinois Department of Conservation, 1990. 28 pp.

*Outlines the process for securing a railroad right-of-way through the Interstate Commerce Commission's railroad abandonment proceedings. Describes laws and regulations, and includes writings of national legal experts on rail-trail conversions.*

**Interim Trail Use Agreement.** Missouri Department of Natural Resources, 1987. Photocopied papers. 18 pp. Available from RTC.

*A sample railbanking agreement. Outlines the transaction between the Missouri Department of Natural Resources and the Missouri-Kansas-Texas Railroad Company that created the 200-mile Katy Trail in central Missouri.*

The Land Trust Alliance and the National Trust for Historic Preservation. **Appraising Easements: Guidelines for Valuation of Historic Preservation and Land Conservation Easements.** Alexandria, VA: The Land Trust Alliance, 1990 (second edition). 82 pp.

*Provides detailed guidelines for easement valuation for IRS and State tax purposes. Also contains a bibliography of sources related to easements and appraisals.*

Montange, Charles H. "Conserving Rail Corridors." **Temple University Environmental Law & Technology Journal** (Fall 1991): 139-167.

*Provides advice on the rail abandonment process and focuses on what can be gained at the Federal and State levels once an abandonment authorization from the ICC is sought by a rail carrier. Discusses abandonment opposition, short line acquisition, and the regulation of rail abandonments at State law. The article cites numerous legal cases and precedents, yet it explains legal terms and proceedings such as railbanking and exemption in a way the layperson can understand.*

Montange, Charles H. "Converting About-to-Be Abandoned Railroad Rights-of-Way to Recreational Trails." **Right of Way** (October 1986): 4-9. Available from RTC.

*Discusses how the ICC's regulations implementing Section 8(d) of the Trails Act affect the conversion of railroad rights-of-way to recreational trails.*

Montange, Charles H. **Preserving Abandoned Railroad Rights-of-Way for Public Use: A Legal Manual**. Washington, DC: Rails-to-Trails Conservancy, 1989. 154 pp. plus appendices.

*Examines the legal aspects of preserving abandoned railroad rights-of-way. Chapters include: Overview of Abandonment Process, Sale for Short Line Use, Public Use Conditions, Reversionary Interests, Sources of Funding and Technical Assistance, Legal Liability and Risk Management, and other related topics. Fully footnoted with legal and other citations. Has not been updated to include important court decisions and changes in ICC procedures made after 1988.*

Montange, Charles H. "NEPA in an Era of Economic Deregulation: A Case Study of Environmental Avoidance at the Interstate Commerce Commission." **Virginia Environmental Law Journal** (Fall 1989): 1-44.

Rails-to-Trails Conservancy. **How the Interstate Commerce Commission Abandonment Process Can Help Advance Your Trail**. Washington, DC: Rails-to-Trails Conservancy, 1989. Photocopied papers. 31 pp.

*Explores both the ICC railroad abandonment procedures and the environmental processes that occur in the context of those procedures.*

Rails-to-Trails Conservancy. **Railbanking: What, Where, Why, When and How?** Washington, DC: Rails-to-Trails Conservancy, 1990. 2 pp.

*This fact sheet explains the railbanking process and its associated terms and includes a sample "boilerplate" letter to the ICC requesting both a public use condition and railbanking.*

## Section D

# Funding for Trail Acquisition and Development

Association of Bay Area Governments. **Financing and Implementing the Bay Trail: Tools and Strategies.** Bay Area Technical Report #1. Oakland, CA: Association of Bay Area Governments, 1989. 30 pp.

*While many of the potential funding sources are State-specific (California), this document provides a valuable compendium of potential funding sources and strategies, especially for trails and trail networks in multi-jurisdictional areas.*

Hoffman, Williams, Lafen and Fletcher. **Funding Illinois Rail-Trails.** A component of the **Illinois Railbanking Study.** Illinois Department of Conservation, 1990. 31 pp. Appendices.

*One of the few comprehensive documents on funding strategies. Discusses Federal, State, and local government sources, private sources, and other forms of in-kind technical services. Includes sample cost summaries for both acquisition and development. State sources are oriented to Illinois, but the breadth of this resource makes it extremely valuable for all trail proponents. Note: Federal transportation legislation has changed since 1990.*

Rails-to-Trails Conservancy. **Development Costs of Selected Rail-Trails.** Washington, DC: RTC. Photocopied papers. 3 pp.

*Describes type-of-surface and cost/mile for 10 trails. Also lists costs for selected other trail features, including bridge decking, bollards, restroom facilities, etc.*

Rails-to-Trails Conservancy. **Fiber Optics Leasing Along Rail-Trails and Active Railroad Rights-of-Way.** Washington, D.C.: RTC. Photocopied papers. 6 pp.

*Describes 10 examples of fiber-optic lease easements, including contacts in agencies responsible for such agreements.*

Rails-to-Trails Conservancy. **ISTEA Action Plan.** Washington, DC: Rails-to-Trails Conservancy, 1992. Photocopied papers. 8 pp. Appendices.

*Written to help familiarize citizen activists—particularly those working on rail-trail projects—with the basics of the 1991 Intermodal Surface Transportation Efficiency Act and to outline the Act's potential as a funding source. Appendices include Federal Highway Administration memorandums regarding Transportation Enhancements and*

*Simplified Procedures for Bicycle and Pedestrian Projects, an RTC fact sheet about the Enhancements program, and a fact sheet about the National Recreational Trails Act.*

**Rails-to-Trails Conservancy. Public Agency Funding Contacts.** Washington, DC: RTC, 1990. Photocopied papers. 10 pp.

*Provides names, addresses, and phone numbers of State level contacts in the following agencies: Departments of Transportation, Departments of Fish and Wildlife, and Departments of Natural Resources. These contacts may be useful in soliciting funds from the following Federal programs that distribute money through State agencies: e.g., Intermodal Surface Transportation Efficiency Act (1991), Land and Water Conservation Act, and "Wallop-Breaux" Funds.*

**Rails-to-Trails Conservancy. Purchasing a Rail-Trail: How Much Do They Cost?** Washington, DC: RTC, 1989. Photocopied papers. 3 pp.

*A summary of 89 rail-trails and their land acquisition costs—total and per mile. Adjusted to 1988 dollars.*

**Rails-to-Trails Conservancy. Purchasing a Rail-Trail: The Most Frequently Asked Questions.** Washington, DC: RTC. 1 page.

*This fact sheet answers the most frequently asked questions about corridor acquisition, including "What is the average cost?" and "Who typically acquires the land?"*

## Section E

# Trail Planning, Design, and Construction

For the purpose of this bibliography, “planning” is defined as the broad process used to examine community needs and concerns, determine geographical accommodations, look at funding and acquisition issues, consider environmental impacts, and touch on other general concerns which must be addressed in developing any public works project. “Design” is intended to mean the more technical task of designing and engineering a specific facility to meet the objectives defined by the plan.

It should also be noted that numerous trail-specific feasibility studies and trail plans have been published by local implementing agencies, the National Park Service, and others. Only one document of this type has been included in this bibliography. It is distributed by RTC as a model feasibility study. Certain other studies and plans may also have value for their technical excellence. A thorough evaluation of these studies was outside the scope of this study.

### I. Selected Regional and State-wide Trail/Greenway Plans and Assessments

While many of the documents listed here provide some technical information with regard to trail planning, they have been cited primarily because they make tangible the broader vision for greenway trails. Many are well illustrated with photos, illustrations, and maps. This list should not be considered a complete catalog of documents of this type.

**BRW, Inc. The Jefferson County Open Space Master Plan.** Golden, CO: Jefferson County Open Space Program, 1989. 43 pp. Maps and color photos.

*Includes extensive trail corridor analysis as part of overall open space plan. Also details design guidelines for paved and unpaved multiuse trails and considers both recreational and transportation usage of trail system.*

**East Bay Regional Park District. Master Plan 1989.** Oakland, CA: East Bay Regional Park District, 1989. 72 pp. Photos, maps.

*Communicates a strong vision for open space preservation in an urban and suburban environment. Emphasizes balance between recreational uses and conservation of natural/wild areas. Outlines trail plans and guidelines for development.*

Maryland Department of Natural Resources. **Maryland Rails-to-Trails: A Study of Maryland's Railroad Rights-of-Way and Their Potential for Conversion to Multiuse Trails.** Annapolis, MD: Maryland Department of Natural Resources, 1989. 47 pp. Illustrated, maps.

*Includes an inventory of railroad rights-of-way, project costs for selected trails under development, recommendations for State policy and implementation, a survey of existing rail-trails, and a description of 10 potential projects being recommended. Note: the illustrations are particularly attractive.*

Maryland-National Capital Park and Planning Commission. **Countywide Trails Plan for Prince George's County, MD.** Upper Marlboro, MD: 1975. 40 pp. Maps, photos.

*A good example of an integrated, multiuse trail plan for a suburban/rural region. Trails planned primarily in existing stream-valley parks and integrated with bikeways on the local road system.*

National Park Service and National Parks and Conservation Association. **Toward a Regionwide Network of Trails for the Mid-Atlantic States.** Washington, DC: 1992. 25 pp. Appendices, map.

*Reports on 147 potential trail and greenway corridors and a 27-point action agenda identified by trail interests in the Mid-Atlantic States: Delaware, Maryland, New Jersey, Pennsylvania, Virginia and West Virginia.*

National Park Service and Appalachian Mountain Club. **Trails Today: A Heritage at Risk?** Washington, DC: National Park Service, 1991. 32 pp. Maps, tables.

*Provides the first-ever, comprehensive New York/New England trails inventory.*

National Park Service. **Paved Recreational Trails of the National Capital Region: Recommendations for Improvements and Coordination to Form a Metropolitan Multiuse Trail System.** Washington, DC: National Park Service, 1990. 115 pp. Photos, maps.

*Describes, evaluates, and catalogs all existing trail facilities in this multi-jurisdictional area. Provides some helpful usage data. Excellent maps and photos present some of the best and worst of trail segments and design. Points out many user conflict areas, safety problems, and deficiencies in trail continuity.*

Nevel, Bonnie. **Closing the Gaps: The Potential for Using Abandoned Railroad Corridors to Help Complete the North Country Scenic Trail.** Washington, DC: RTC, 1989. 40 pp. Appendices.

*Assesses the potential for rail-trails to complete this National Scenic Trail from North Dakota to the Adirondack Mountains of New York. The study gives 220 miles of rail corridor an "excellent" rating and recommends it be designated for use in the North Country Trail.*

Rails-to-Trails Conservancy. **Abandoned Railroad Corridor Assessment Reports.** Washington, DC: 1988, 1990 and 1991. 13-29 pp. each. Maps.

*These assessment reports evaluate the abandoned corridors of the following metropolitan areas for possible transportation and recreational trail use: Atlanta; Boston; Chicago; Dayton & Cincinnati; Minneapolis/St. Paul; Philadelphia; the Puget Sound Region (Seattle/Tacoma); St. Louis; and the San Francisco Bay area.*

Rails-to-Trails Conservancy, Michigan Chapter. **The Discover Michigan Trail: A Trail Vision of Michigan.** Lansing, MI: RTC - Michigan Chapter, 1990. 28 pp.

*Helpful sections provide answers to concerns about rail-trails, discuss the many social benefits of trails, and present implementation recommendations.*

Rails-to-Trails Conservancy, Washington State Chapter. **Washington State Rail-Trail Plan.** Seattle, WA: RTC - Washington State Chapter, 1989. 36 pp.

Valuable introductory text includes discussion on why we need rail-trails, what rail-trails look like, who uses them and what social benefits they provide. Also provides detailed descriptions of existing rail-trails, those planned and under development, and those proposed for future development.

## **II. Guidance for Trail and Greenway Planning**

Association of Bay Area Governments. **The Bay Trail: Planning for a Recreational Ring Around the San Francisco Bay.** Oakland, CA: Association of Bay Area Governments, 1989. 65 pp. Maps.

*Outlines recommendations for the development, funding, and implementation of the Bay Trail.*

Bay Area Ridge Trail Council. **Bay Area Ridge Trail Council Management Guide.** San Francisco, CA: Bay Area Ridge Trail Council, 1991 (revised). 16 pp. Appendices.

*Outlines the criteria used by the Bay Area Ridge Trail Council to manage the ongoing process of establishing and developing the Ridge Trail—part of a 400-mile greenway.*

Florida Department of Transportation, Safety Office. **Florida Pedestrian Safety Program.** Tallahassee, FL: Florida Department of Transportation, 1992. 75 pp. Photos, tables, appendices.

*This strong plan, formed in response to rising pedestrian injuries and deaths in Florida, outlines steps for the planning and engineering, education, and enforcement and implementation of a pedestrian safety program. Valuable reading, especially for planners of pedestrian facilities that intersect or parallel streets.*

Hoffman, Williams, Lafen and Fletcher. **Public Involvement Plan for Illinois Rail-Trails.** A component of the **Illinois Railbanking Study**, Illinois Department of Conservation, 1990. 73 pp. Appendices.

*A handbook for property owners, conservationists, and Government agencies for preparing and managing efforts to involve the public in plans to retain "abandoned" rail lines for*

*use as greenways and recreational trails. It provides a comprehensive discussion of the process for public input, including sections on conflict resolution, techniques for education and outreach, process models, and strategic considerations. Bibliography is brief but helpful.*

**Howe, Linda. Keeping Our Garden State Green: A Local Government Guide for Greenway and Open Space Planning.** Mendham, NJ: Association of New Jersey Environmental Commissions, 1989. 57 pp. Illustrated.

*While written for local government agencies and activists in New Jersey, this provides a widely applicable outline for planning. Includes some short case studies and sections on planning tools, implementation, and public relations issues.*

**Josselyn, Michael, et al. Public Access and Wetlands: Impacts of Recreational Use. Technical Report #9.** Tiburon, CA: Romberg Tiburon Centers, San Francisco State University, 1989. 45 pp. Appendices, photos.

*Focuses on California and coastal wetlands, but introduces an issue that certain trail development projects may need to consider. Includes bibliography.*

**Minnesota Department of Natural Resources. Interpretive Plan for State Trails.** St. Paul, MN: Trail Planning Section, Trails and Waterways Unit, Minnesota DNR, 1987. 62 pp. Charts.

*While this plan was designed specifically for Minnesota, much of its contents are valuable to those elsewhere who may be considering an interpretive component for a trail. The plan identifies the educational benefits of historical and geological interpretation, and describes some projects in Minnesota. Includes recommendations for evaluating what type of interpretation might occur, and a step-by-step guide for the design and execution of an interpretive plan.*

**National Park Service. 1991 Annual Report and Program Brochure—Rivers, Trails & Conservation Programs.** 16 pp. Photos.

*Provides an introduction to the various technical assistance programs NPS offers to conserve rivers and establish trails on land outside the NPS system. Includes the regional contacts for the Rivers, Trails and Conservation Assistance program, and lists the FY 91 funded projects and partners, including many rail-trails and greenways.*

**Rails-to-Trails Conservancy. Rails with Trails... A New Alternative for Recreation Planning?** Washington, DC: RTC, 1989. Photocopied papers. 7 pp.

*Summarizes the findings of a survey of nine trail managers of seven trails next to active rail lines. The study explores the effect of an active rail line on the popularity, safety, use, and management of rails-with-trails. On the whole, those surveyed responded positively when questioned about the value of a trail near an active rail line.*

**Wisconsin Department of Natural Resources. Representative Rails-to-Trails Feasibility Study.** Washington, DC: Rails-to-Trails Conservancy. Photocopied papers. 12 pp.

*This sample feasibility study illustrates the scope of study the Wisconsin DNR uses on every railroad abandonment. It covers the location, description of natural features, nature of built features, needs and potential usage levels, land ownership, costs, and operations.*

### **III. General Design and Construction for Bicycle and Pedestrian Trails**

American Association of State Highway Transportation Officials. **Guide for the Development of Bicycle Facilities.** Washington, DC: AASHTO, 1991. 44 pp. Photos and diagrams.

*Many highway engineers and transportation officials consider this document the primary authority on bikeway design. It discusses planning considerations, design and construction guidelines, and operation and maintenance recommendations for all types of bicycle facilities, including those independent from roadways. Note: this 1991 edition updates the earlier version.*

Duffy, Hugh. **Surface Materials for Multiple-Use Pathways.** Lakewood, CO: National Park Service, Rocky Mountain Region, 1992. 4 pp.

*Provides a framework and establishes criteria for evaluating what surface types should be considered for a multiuse path. Explores design requirements, guidelines and standards for surface materials. A useful introduction to an important aspect of trail design.*

EDAW, Inc. **Trail Construction Guidelines.** Denver, CO: Colorado Division of Parks and Outdoor Recreation, 1981. 33 pp. Illustrations, appendix.

*A concise introduction to basic design considerations—alignment, surface materials, the trail's relationship to surrounding environments and structures.*

Facilities Planning Committee of the Arizona Bicycle Task Force. **Arizona Bicycle Facilities Planning and Design Guidelines.** Engineering Records Section, Arizona Department of Transportation, 1988. 122 pp. Illustrations, diagrams, appendices.

*A comprehensive and well-diagramed document with chapters on design for bicycle and multiuse paths.*

Jarrell, Temple R. **Bikeways: Design - Construction - Programs.** Arlington, VA: National Recreation and Park Association, 1974. 180 pp.

*A thorough examination of the design and construction of bikeways. Some sections of the book are outdated (funding programs are cited that no longer exist, for example), but much of its contents is relevant and valuable for planners of bicycle facilities. Contains diagrams for design, case studies, and specifics of design such as drainage, bridges, and surface choice.*

National Park Service, National Recreation and Park Association. **Design for Maintenance: A Park Management Aid.** Washington, DC: U.S. Government Printing Office, 1983. 75 pp.

*Discusses maintenance requirements and the importance of maintenance considerations when designing and planning park and recreation facilities. Diverse projects such as traffic islands are cited as case studies, but many of the guide's recommendations for upkeep and safety may be applied to linear parks such as independent bicycle and pedestrian facilities.*

Ryan, Karen-Lee. **Design & Management Manual for Multiuse Trails.** Washington, DC: Rails-to-Trails Conservancy, forthcoming 1992. Approx. 275 pp. Illustrations.

*This book will provide a comprehensive look at trail planning, design, and management. Planning topics include physical inventory and assessment, cultural assessment, public involvement, meeting needs of adjacent landowners, and integrating trail plans with local land use plans. Design topics include surfacing, designing to meet needs of multiple user groups, bridges, road crossings, signs, amenities, and utilizing historic and environmental features. Management topics examine fee structures, safety, and maintaining positive relations with trail neighbors. Offers a unique, well-developed section on promoting and marketing trails, and stresses accommodation of a wide range of trail users within a single corridor.*

Seier, David. "Urban Trails." **Grist.** (Summer 1990): 25-28.

*Discusses design, maintenance, and signs for urban trails. (Grist is a quarterly publication of the Park Practice Program, a cooperative effort of the National Park Service and the National Recreation and Park Association.)*

U.S. Department of Transportation. **Manual on Uniform Traffic Control Devices (MUTCD), Bicycle Facilities.** Washington, DC: U.S. Superintendent of Documents, 1988. Approx. 200 pp. Diagrams, color graphics.

*The accepted standard for all road and bikeway signs. "Part IX. Traffic Controls for Bicycle Facilities" includes 24 pages of guidance for bikeway signs. A number of sections discuss signs and signal systems for and about pedestrians. Many color graphics show standard sign shapes, designs, and dimensions.*

U.S. Forest Service. **Standard Specifications for Construction of Trails, Publication Number EM 7720-102.** Washington DC: U.S. Forest Service, 1984.

*"This is an excellent reference document for trail specifications for all trail designers....General specifications, earthwork, drainage, structures, surfacing, incidental construction, and materials are included...." (Annotation from Duffy, An Annotated Bibliography... See Additional Bibliographies, Section G.)*

Velo Quebec. **Technical Handbook of Bikeway Design: Planning, Design, Implementation.** Montreal, Quebec: 1992. 169 pp. Photos, diagrams.

*A thorough handbook and reference manual for those planning bicycle facilities. Discusses many types of facilities and a detailed range of planning considerations, including grades, curves, intersections, and bicycle parking. The many photos and diagrams provide excellent visual examples of facilities for bicycling. While the "Bicycle*

*and the Law" section applies only to Canada, most information is useful to all designers and engineers.*

#### **IV. Accommodating Other Users and Dealing with User Conflicts**

Arizona Bicycle Task Force and Arizona State Committee on Trails. **Trail Use Policy.** Phoenix, AZ: Arizona Department of State Parks, 1991. Photocopied papers. 5 pp.

*Outlines the policies for nonmotorized recreational trail use. The discussion that follows the policy stresses the need for user involvement in the planning and management stages of trail development. Includes an appendix of organizations and agencies and their education programs for responsible trail use.*

Arkansas Trails Council and Arkansas State Parks. **Construction and Maintenance of Horse Trails in Arkansas State Parks.** Little Rock, AR: Arkansas State Parks, 1983. 32 pp. Diagrams.

*Offers design specifications and guidelines for horse trails and their amenities.*

General Services Administration. **Uniform Federal Accessibility Standards.** U.S. Government, 1988. 89 pp.

*Describes the minimum accessibility standards for design and construction to accommodate users with a wide range of physical disabilities. While there is not a chapter on trails, the sections on preserving historic buildings, restroom facilities, ramps, parking and loading facilities, and others will be essential in ensuring adequate design and construction of trail-related facilities.*

Keller, Kit and Bicycle Federation of America, Inc. **Mountain Bikes on Public Lands: A Manager's Guide to the State of the Practice.** Washington, DC: Bicycle Federation of America, 1990. 68 pp.

*Though written with back-country trails in mind, this guide contains sections such as those on "multiple use management" and "balancing user concerns" that are valuable to planners of multiple-use trails.*

Merriman, Kristin. "Multiple-Use Trails: A Question of Courtesy." **Outdoor Ethics** 7, no. 3 (Summer 1988).

*Discusses some of the multiple-use ethics of rail-trail conversions. The article's most important suggestion: to resolve multiple-use conflicts early in the planning process. Merriman notes that other forms of transportation such as automobiles, boats, and airplanes have laws regulating their use, but there are poor laws on how trails should be used. (Adapted from Duffy, *An Annotated Bibliography... See Section G.*)*

Olson, Jana. **A Trail Manual.** Oakland, CA: East Bay Regional Park Authority, 1976. 75 pp.

*An excellent set of guidelines created for the development of multiuse trails in the East Bay region of San Francisco. Discusses a range of trail users including bicyclists, hikers, and equestrians.*

**Project for Public Spaces, Inc. User Analysis: An Approach to Park Planning and Management.** Washington, DC: American Society of Landscape Architects, 1982. 54 pp. Photographs.

*Includes an overview of the process of analyzing how people use parks; case studies using analysis techniques and the "whys," "whens," and "hows" of such evaluation. Methods presented can identify user needs and help suggest solutions for meeting needs and avoiding conflicts.*

**Ski Industries America. Cross-Country USA Operations Manual.** McLean, VA: Ski Industries America, 1984. 335 pp. Diagrams.

*A detailed workbook on the design, construction, maintenance, and operation of cross-country skiing trails and facilities. For a shorter overview, an executive summary is available.*

**United Ski Industries Association. Cross Country Close to Home: A Ski Area Development Manual.** McLean, VA: United Ski Industries Association, 1989. 190 pp.

*A comprehensive workbook on the design and operations of cross-country skiing facilities. Focuses on development of ski areas and includes chapters on history and future trends, trail design, marketing and promotions, and developing partnerships.*

**U.S. Forest Service and National Park Service. Design Guide for Accessible Outdoor Recreation.** Washington, DC: U.S. Government Printing Office, forthcoming 1993.

*Will offer a comprehensive set of guidelines to make recreation facilities (including trails) accessible to people of all abilities.*

## Section F

# Operation & Management

National Park Service. **National Recreation Trails: Information and Application Procedures for Designation.** Washington, DC: U.S. Government Printing Office, 1983. 13 pp.

*Outlines the procedures and criteria for requesting that a trail be designated a "National Recreation Trail." (A National Recreation Trail is one of the four types of trails in the National Trails System. Almost any trail will qualify. It may be owned and operated by the Federal Government, State or local governments, nonprofit organizations, or the private sector.)*

Northern Virginia Regional Park Authority. **Manual on Policies and Procedures Governing Easements and Licenses and Nonpark Uses of Northern Virginia Regional Park Authority Property.** Fairfax, VA: Northern Virginia Regional Park Authority, 1989. 75 pp.

*This manual shows a set of easements, license agreements, and fees developed to protect trails and parks in the rapidly developing suburbs of Washington, DC.*

U.S. Forest Service. **Trails Management Handbook, Forest Service Handbook FSH 2309.18.** Washington, DC: U.S. Forest Service, 1985.

*"...Discussions cover trail planning, development, preconstruction and construction activities, and trail operations and maintenance. Numerous exhibits showing forms used, and suggested construction details are included...." (Annotation from Duffy, **An Annotated Bibliography**... See Additional Bibliographies, Section G.)*

Volunteers for the Outdoors. **Adopt-a-Trail Handbook: A Guide to Volunteer Trail Maintenance in the Southwest.** Albuquerque, NM: New Mexico Natural Resources Department, 1984. 52 pp. Illustrated.

*This description of the 'adopt-a-trail' program in New Mexico illustrates how volunteers can help assume responsibility for maintaining trails. While much of this guide pertains to back-country hiking trails, it raises relevant points for multiuse trails on such topics as safety, the responsibilities for trail managers and groups that adopt trails, and the merits of 'adopt-a-trail' programs.*

## Section G

### Additional Bibliographies

The following bibliographies are current and useful and contain helpful reference and reading lists.

Duffy, Hugh. **An Annotated Bibliography of Nonmotorized Trails Literature.** Denver, CO: National Park Service, December 1989. 28 pp.

*A functional bibliography with detailed, useful annotations. Topical sections cover building citizen support; trail planning; types of trails; and trail construction, maintenance and management.*

Duffy, Hugh. **Pathways Bibliography.** Denver, CO: National Park Service, April 1992. 2 pp.

*A short, well-chosen list of important sources for trail planning. Not annotated.*

Harvey, Thomas R. **Directory of Technical Assistance Materials for Trails Development and Maintenance.** Washington, DC: American Hiking Society, 1989. 42 pp.

*This bibliography of annotated and nonannotated sources is divided into two sections: the Technical Assistance Materials Directory, which cites publications; and the Technical Expertise Directory, which lists resource groups by State.*

Hoffman, Williams, Lafen & Fletcher. **Illinois Rail-Trails: A Selected Bibliography.** A component of the Illinois Railbanking Study. The Illinois Department of Conservation, 1990. 18 pp.

*Lists current references that address issues involved in the creation of rail-trails and greenways. Categories include economic impacts; legal issues; planning and assessments; studies of existing trails; and physical development of trails. This bibliography is not annotated.*







